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ABSTRACT

This five-part handbook is designed for use by individuals and groups interested in legislation related to guidance and counseling. Part I contains a chapter on the guidance implications of Titles I, II, and III of the Education Amendments of 1976 (Public Law 94-482) and a chapter on the historical and current perspective of guidance related legislation. Part II has four chapters which give an overview of comprehensive guidance programs, a detailed description of major guidance program functions (administration, planning, assessment, program development, evaluation, and guidance support), a description of special populations with reference to Title II, and a summary of the significant sections of federal legislation related to the extended role of guidance and counseling. Part III presents three chapters on the perspective of the legislative process and how to influence it, a "short course" on the operation of Congress, and ways in which counselors can gain the support of groups and agencies to influence legislation. A case study on how the State of Florida approaches the administration of federal legislation is included in Part IV. Part V gives an overview of grantsmanship and proposal development including funding sources and proposal elements. The concluding section gives suggestions on how to use this document for the legislative inservice training of counselors and other groups of individuals. Appendixes include the names and addresses of major organizations and agencies (e.g., nongovernmental agencies; congressional committees; agencies under the Office of Education; regional offices of education; National Advisory Councils; Office of Management and Budget; State Departments of Education; etc.) A glossary of legislative terms is also included. (JH)

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SOLVING THE GUIDANCE LEGISLATIVE PUZZLE

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Developed in cooperation between the American Vocational Association and the American Personnel and Guidance Association. Committee Members: Harry Drier, Linda Phillips, Dale Ake, Linda Pfister, James Kelz, Edwin Herr, Thomas Hohenshil, and Neil Carey.

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PREFACE

Guidance and counseling is viewed by the American Vocational Association and the American Personnel and Guidance Association as an integral element of each school's total educational process. As such, guidance and counseling must relate to the many settings, populations and circumstances in which individuals find themselves and the roles they wish to play throughout their lives. The Congress, in its enactment of PL 94-482, reinforced these ideas as well as the need to bring higher levels of excellence in both the availability and the content of educational responses to the career development needs of youth and adults.

Because of the pervasive role guidance and counseling plays in achieving educational success, AVA and APGA felt the need to bring to its members, through this legislative handbook, new ways of: (1) understanding the legislative process, (2) understanding the full intent of PL 94-482, (3) understanding various methods of accessing monies made available by PL 94-482, and (4) implementing guidance and counseling programs and practices which are fully responsive to the career development needs and expectations of this nation's young people.

This handbook was conceived and developed by a large number of professionals within APGA and AVA. It is hoped that the handbook adequately demonstrates the commonality of the two associations' interest and dedication to the importance and quality of guidance and counseling in American education.

In addition to the contributing authors and the joint association committee cited on the title page, appreciation is extended to the following persons for their assistance in both the planning and review of the handbook: Barbara Chandler, Ivan Charner, Bryan Gray, Dean Griffin, Garth Hansen, Laurabeth Hicks, Kenneth Hoyt, Charles Lewis, J. P. McDonough, David Pritchard, Donald Twiford, and Walton Webb.

Harry N. Drier
Edwin L. Herr

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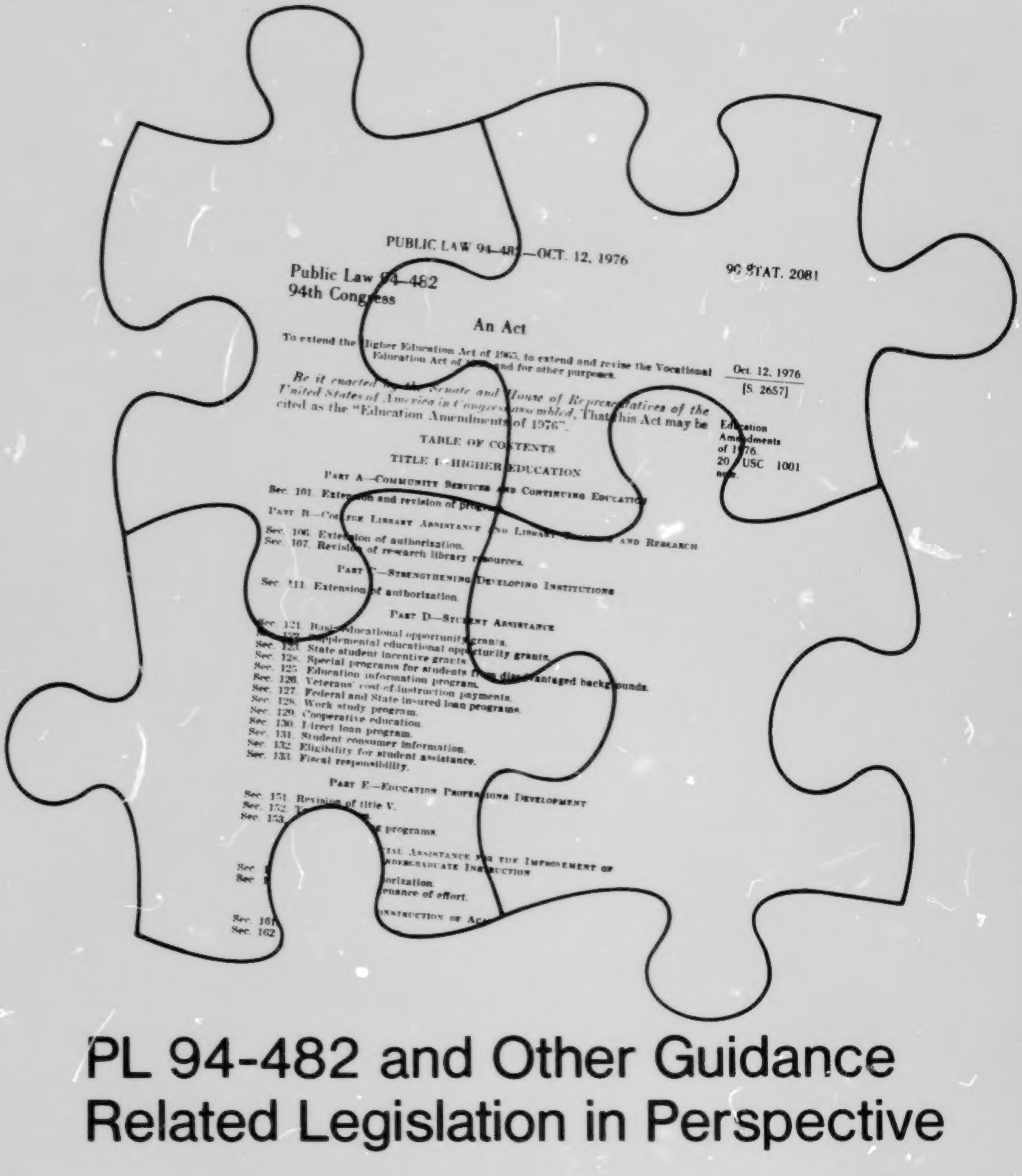
Part I



PUBLIC LAW 94-482—OCT. 12, 1976 90 STAT. 2081

Public Law 94-482
94th Congress

An Act

To extend the Higher Education Act of 1965, to extend and revise the Vocational Education Act of [illegible] and for other purposes.

Oct. 12, 1976
[S. 2657]

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Education Amendments of 1976".

Education Amendments of 1976.
20 USC 1001 note.

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[illegible] ASSISTANCE FOR THE IMPROVEMENT OF UNDERGRADUATE INSTRUCTION

Sec. [illegible] orization.
Sec. [illegible] enance of effort.

[illegible] CONSTRUCTION OF AC[illegible]

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PL 94-482 and Other Guidance Related Legislation in Perspective

CHAPTER 1

PL 94-482: An Introduction

Edwin L. Herr
Harry N. Drier

Persons seeking fiscal support for guidance and counseling activities (hereafter referred to as guidance) have frequently been required to explore many separate pieces of legislation. While such a condition is still true to a large extent, PL 94-482 has reduced the problem. The Education Amendments of 1976 (PL 94-482) have effectively combined into one comprehensive piece of legislation guidance emphases previously found in independent pieces of legislation or which were less sharply defined in earlier legislation than is now true.

The implications for guidance which occur in PL 94-482 exist in essentially three areas: Those pertaining to higher education, those pertaining to vocational education, and those concerning the strengthening of guidance in more general terms. Beyond these specific classes of direct support, this legislation also contains more subtle references to the support of guidance activities in combination with other aspects of the legislation. Although the content of this Handbook is directed to elaborating how PL 94-482 can be used to support guidance activities, the remainder of this introductory statement is intended to acquaint the reader with the major forms of support and the emphases related to them which appear in the legislation.

Title I

Title I of PL 94-482 is broadly concerned with guidance in higher education. A particular emphasis under this Title is lifelong learning. Under Section 133(c), Lifelong Learning Activities, the Assistant Secretary of Education is specifically authorized to assess, evaluate the need for, demonstrate, and develop alternative methods to improve (4) techniques and systems for guidance and counseling of adults and for training and retraining of counselors; (8) to improve the integration of public and private educational funds which encourage participation in lifelong learning, including support of guidance and counseling of workers in order that they can make best use of funds available to them for lifelong learning opportunities; and (9) to improve coordination within communities among educators, employees, labor organizations, and other appropriate individuals and entities to assure that lifelong learning opportunities are designed to meet projected career and occupational needs of the community, after consideration of the availability of guidance and counseling, the availability of information regarding occupational and career opportunities, and the availability of appropriate educational and other resources to meet the career and occupational needs of the community are considered.

Subpart 5—Educational Information Program—of Title I also addresses guidance processes quite directly. For example, section 418(a) indicates that "The Commissioner shall make grants to States to pay the Federal share of the cost of planning, establishing and operating Educational Information Centers to provide educational information, guidance, counseling, and referral services for all individuals, including individuals residing in rural areas." More specifically, under descriptions of what the services of an Educational Information Center might include is the following: "(E) guidance and counseling services designed to assist persons from the area served by the Center to identify post-secondary education or training opportunities, including part-time opportunities for individuals who are employed, appropriate to their needs and in relationship to each individual career plan."

There are many other possibilities in Title I for support of guidance processes or training. Some are quite specific; others are more indirect. For example, Section 124(f)(1) and (2) indicate that the Commissioner is authorized to enter into contracts with institutions of higher education and other appropriate agencies and nonprofit organizations to provide training for staff and leadership personnel who will specialize in improving the delivery of services to students from disadvantaged backgrounds. Monies are also available to support short-term training institutes or in-service programs for such personnel. Presumably guidance personnel are included. Throughout the sections of Title I dealing with student financial assistance (Part D), there are indirect and more direct allusions to guidance services. For example, Section 493B, Student Aid Information Services, discusses the need to expand and improve campus student aid information services including the employment of financial aid counselors, and the training of persons including student peer counselors engaged in financial aid information services.

Part E of Title I deals with Education Professions Development. Section 533(a), Training for Higher Education Personnel, authorizes grants to be made to train guidance and counseling personnel who come from disadvantaged backgrounds, or who will work with persons from such backgrounds, or who will serve in institutions of higher education or in areas determined to be national priority areas.

Finally, Part I of Title I deals with the establishment and expansion of community colleges. Under Section 177 of this part expansion grants are authorized to assist community colleges in modifying their educational programs and instructional delivery systems to meet the needs of disadvantaged and handicapped persons and others who would be unlikely to continue their education beyond high school.

As suggested previously, although these sections of Title I are the most obviously directed to support of guidance activities, there are many other sections which have less clear-cut implications for guidance.

Title II

The second major segment of PL 94-482 which has direct and significant implications for fiscal support of guidance activities or training is Title II—Vocational Education. Within Title II the first section of importance to guidance personnel is Section 105 which requires each State Advisory Council to include among its membership a person who can represent and is familiar with vocational guidance and counseling services. Such persons have major influence on shaping both the annual and the five-year plans of vocational education and in attempting to highlight the importance of vocational guidance and counseling within such plans. In addition, it might be noted that Section 162 also requires that a person knowledgeable in the field of "vocational guidance and counseling" be a member of the National Advisory Council on Vocational Education.

Of specific concern to guidance personnel are the provisions of Title II dealing with the use of funds. Under Section 120, personnel in vocational education programs are fundable and such funding does not exclude counselors. Even more specifically, Section 120(J) specifically addresses the need for support services for women who enter programs designed to prepare individuals for employment in jobs which have been traditionally limited to men, including counseling as to the nature of such programs and the difficulties which may be encountered by women in such programs. Section 131, Research, and 132, Exemplary and Innovative Programs, each include emphases related to interests of guidance personnel. For example, in the latter cases, one of the areas to which major attention is directed is that of exemplary and innovative programs designed to broaden occupational aspirations and opportunities for youth, with special emphasis given to youth who have academic, socioeconomic, or other handicaps.

Clearly, the most direct emphasis in Title II on vocational guidance and counseling is Section 134 which requires that not less than 20 percent of the vocational education funds available to states be used to support programs of vocational development guidance and counseling. This section then delineates what should be included in such programs. This information will be examined in Part 2 of the Handbook. Section 135, Vocational Education Personnel Training, provides specific attention to the training or retraining of counseling and guidance personnel to meet the special needs of persons with limited English-speaking ability. Section 172 dicusses other training and development programs for vocational education personnel for which, in several areas, guidance and counseling personnel would be eligible.

Title III

The final section of PL 94-482 of most direct relevance to guidance and counseling is Title III, Part D—Guidance and Counseling. Part D (Section 341) begins with an affirmation by Congress of the importance of guidance and counseling activities in achieving the goals of many education programs.

The major focus of this part, however, is Section 344. Section 344(a) authorizes the Commissioner of Education to make contracts and grants, on competitive basis, to state and local educational agencies, institutions of higher education, and to private nonprofit organizations to conduct institutes, workshops, and seminars designed to improve the professional guidance qualifications of teachers and counselors as well as guidance supervisory and technical personnel. This section also provides for grants to improve supervisory services in the field of guidance and counseling. The populations of guidance and personnel on which Section 344(a) focuses are those persons who work in state and local educational agencies, and non-public elementary and secondary school systems.

Section 344(b) authorizes grants to state educational agencies to assist them in carrying out programs to coordinate new and existing programs of guidance and counseling in the states. This section is intended to deal with Congressional concern indicated in Section 341 about lack of coordination among guidance and counseling activities supported jointly or separately by federal programs and by state and local programs. This section also relates to the coordinative purpose under Section 343(a) which provides for the establishment of an administrative unit for guidance and counseling to advise the Commissioner on coordinating guidance and counseling activities included in all programs which he is authorized to carry out, and, to the extent practicable, how such activities may be coordinated with other programs of the federal government and state and local guidance and counseling programs.

Summary

It is hoped that this brief introduction to the guidance implications of Titles I, II, and III of PL 94-482 and later five other significant pieces of legislation will at least whet the appetite of the reader for the information which follows in this Handbook. It is the intent of the format and of the content in the Handbook to provide a ready reference to specific aspects of each of the six laws with a comprehensive emphasis of Titles I, II, and III of PL 94-482 which are pertinent to guidance emphases, settings, and processes and to stimulate the reader to take the action steps by which this legislation can be fully used in the service of quality guidance programs. Beyond these goals, related to a small number of public laws, it is also a goal of the Handbook to help the reader recognize the significance of federal legislation in shaping the directions of guidance and counseling as well as to understand how the legislative process itself can be influenced.

CHAPTER 2

Guidance Related Legislation: Some Historical and Current Perspectives

Edwin L. Herr

Vocational or career guidance in America has its roots in the occupational and social shifts occurring at the end of the nineteenth century. However, its conceptual foundations can be more clearly traced to the insights provided by the work, *Choosing a Vocation*, authored by Frank Parsons and posthumously published in 1909. From this point at the beginning of the twentieth century until the present time the need for vocational guidance and more broadly guidance and counseling, has been discussed in many pieces of federal legislation. However, the direct support by such legislation of persons, particularly specialists (e.g., counselors), to provide guidance and counseling has not always been clear or evident except for special needs groups (e.g., the gifted and talented, veterans, physically handicapped).

As early as 1917, and the Smith-Hughes Act, it was possible to support vocational guidance activities and persons doing such things from federal funds if states chose to interpret these as part of "in-school vocational education . . . designed to meet the needs of, and fit for useful employment, persons over fourteen years of age." Such interpretations were largely hit and miss rather than systematic. So it was the subsequent amendment to the Smith-Hughes Act, the George-Deen Act of 1936, and the Vocational Education Act of 1946.

It is important to recognize that during "the Great Depression," many of the objectives of the Civilian Conservation Corps, and other federal programs dealing with the importance of youth or adult employment included a concern for guidance and counseling relative to job possibilities. The Wagner-Peyser Act created the U.S. Employment Service and its form of vocational guidance. The U.S. Department of Labor published the *Dictionary of Occupational Titles* and instituted the *Occupational Outlook Service* giving a level of comprehensiveness and credibility to occupational information unavailable prior to this time.

During and following World War II the Veteran's Administration gave vocational guidance a large impetus as it was brought into focus as a support system for those persons having the benefits of the "G. I. Bill" or experiencing military to civilian transition problems which required the help of counselors. From the early 1920s forward, federal legislation supporting rehabilitation counseling (essentially vocational rehabilitation) also advanced the importance of vocational guidance for physically disabled persons.

By the late 1950s and early 1960s, many of these legislative antecedents came to a sharper focus in their support of counselors performing vocational guidance roles with a wide spectrum of population groups. Within educational settings, the major legislative landmark of the 1950's was found in Titles V-A and V-B of the National Defense Education Act of 1958. A major purpose of this Act, in the aftermath of the Soviet launching of Sputnik, was the identification of gifted students and the encouragement of them to pursue careers in science. In support of such goals, the legislation provided support for the creation of testing programs and the training and employment of secondary school counselors to provide the testing and encouraging of qualified students to pursue higher education. In 1964 the NDEA was amended in ways which dampened the initial restrictive interpretation of what types of guidance and counseling should be supported and which students should be served. Indeed, the 1964 amendments encouraged the funding of guidance and counseling activities not only in the secondary schools but also in the elementary schools, public junior colleges, and technical institutes. Further, the original concern of the legislation "the identification and encouragement of able students" while still a major concern of the legislation was seen not only in terms of facilitating college going but it was emphasized that guidance and counseling programs were also "to help students directly and through their parents and teachers, to achieve educational and career development commensurate with their abilities, aptitudes, interests, and opportunities."

Following rapidly on the heels of the National Defense Education Act was the array of legislation generated during the early and middle 1960s variously titled as "antipoverty" or "Great Society" in emphasis. Much of this legislation was guidance-related.

In 1962, the Manpower Development and Training Act (MDTA) was passed as a method of providing assistance to those whose jobs were actually or potentially eliminated by automation. Of particular concern was the retraining of semi-skilled workers who were in danger of suffering skill obsolescence. As the MDTA programs grew it became obvious that occupational retraining required more than simply task-specific skill building. Indeed, it was found that such persons also needed assistance in making changes in personal habits, attitudes toward work, and vocational planning. In amendments to the MDTA, vocational guidance and counseling, including evaluation and placement, were seen as essential components of the programs funded under the Act.

In 1964, the Economic Opportunity Act was passed. Focusing on the needs of both youth and adults from improverished background, EOA created a range of programs tailored to the specific needs of different youth or adult sub-groups. Among them were the Job Corps, the Neighborhood Youth Corps, VISTA, the Special Impact Program, the Community Action Program and the Head Start Program. Support for guidance and counseling permeated many of the EOA programs which, built upon the experiences of the MDTA, were planned to deal with both the affective and the skill development dimensions requisite to employability. The Social Security Act of 1967 which initiated such programs as the Work Incentive Program (WIN) for welfare clients also provided funds for a variety of supportive services, including counseling.

Throughout the 1960s, it was being contended in the *Manpower Reports of the President* and elsewhere that employment counseling had to be considered an integral part of an active labor market policy. Several goals of the MDTA and the EOA were assigned to a redefined United States Employment and Training Service. Required was a greater emphasis on professional counseling rather than on simply job advising and on communication between Employment Service Counselors, school counselors, teachers, and representatives of business and industry.

In 1965, new legislation increased by 300 percent the federal fiscal support for the Vocational Rehabilitation Administration. In the process, that agency's clientele was significantly broadened from the original emphasis in the 1920s upon the physically handicapped to a broad concern with impairments upon vocational life caused by educational, social, cultural, or other environmental factors. Central to the actions of the Vocational Rehabilitation Administration, now known as the Rehabilitation Services Administration, are counseling, psychological and vocational evaluation, work adjustment, and related services.

Following the major boost to counseling and guidance activities in educational settings which occurred through the impact of the National Defense Education Act of 1958 and its subsequent amendments was the additional boost to guidance and counseling of the Vocational Education Act of 1963 and its amendments. The major goal of the Vocational Education Act of 1963 was a major reconceptualization of the relationship of vocational education to the labor market and to the needs of minority and disadvantaged groups and women. In support of such goals, the Act specifically stated that vocational guidance and counseling were to be provided to students enrolled in vocational courses and those planning to enroll.

In 1965, the Elementary and Secondary Education Act (ESEA) was conceived as the most comprehensive education legislation enacted to that time. Although none of the five titles of this legislation was named guidance and counseling, two of these titles designated guidance and counseling as areas of funding support. Title I (disadvantaged children) and Title III (supplementary educational centers) were both important stimuli to various emphases in guidance and counseling. Title I was a significant spur to elementary school counseling, particularly in terms of outreach, parental contacts, and work with inner-city children. Title III provided "risk capital" for funding and evaluating exemplary guidance projects which took on many emphases among which were guidance services related to vocational counseling, career exploration programs involving the community, and planned guidance programs from K to 12.

In 1968, the major amendments to the Vocational Education Act expanded those concepts and directions begun in the VEA of 1963. Of particular interest in these amendments was the facilitation of an expanded concept of guidance and counseling to include services stimulating job choices and job placement. Inherent in both these conceptions was an emphasis on needs for prevocational activity extending into the elementary school. Many implications flow from such a view of guidance and counseling: the reaffirmation that vocational education and guidance have reciprocal needs for each other, the importance of vocational guidance having a regular and central position in the curriculm, the usefulness of guidance services being seen as longitudinal and coordinated throughout kindergarten to grade twelve and beyond.

Since 1970, the support in guidance-related legislation enacted in the 1960s has continued in various forms. Direct support for rehabilitation counseling and for guidance-related support of veterans has continued to be strong, as reflected in the Rehabilitation Act Amendments of 1974 and the Veterans Education and Employment Assistance Act of 1976. Fiscal support for counseling in the Employment Service has diminished somewhat. Direct support for school counseling has been eroded except in terms of special needs groups, exemplary projects, or in support of other educational processes (e.g., vocational education, disadvantaged students). Although Title IV B of the Elementary and Secondary Education Act has been a source of local school district support for guidance in those districts which have chosen to use it that way, ESEA Title I has continued to be a useful stimulus to elementary school counseling in many places. ESEA Title IV E has been a source of money for innovative projects in guidance and counseling in many parts of the nation.

Career education, too, has strongly asserted the prominent need for career guidance if its goals are to be me[illegible] Until recently, the monies forthcoming from the federal government have been small and principally concerned with demonstration and evaluation of career education rather than the widespread support of related processes or programs. Public Law 95-207, The Career Education Incentive Act, has now provided funds to implement career education in grades K to 12, and to provide for post-secondary career education demonstration projects. In this legislation, the importance of developing and implementing comprehensive career guidance, counseling, placement, and follow-up services has been strongly affirmed.

As indicated by the existence of this handbook, the major piece of federal legislation supporting guidance and counseling thus far in the 1970s is PL 94-482, The Education Amendments of 1976. Since the separate implications of Titles I, II, and III of this legislation for guidance in higher education, the community, in the secondary schools, and in relation to vocational education is elaborated throughout this document, no further discussion of this legislation will occur here.

It is important to recognize that the legislative stimulus to guidance-related activities in the late 1970s is not confined to PL 94-482 or the residual of earlier legislation. Other major pieces of legislation are also highly significant. One of these is the Youth Employment and Demonstration Projects Act of 1977 (PL 95-93). This legislation is a significant amendment to Titles III and IV of the Comprehensive Employment and Training Act of 1973 (CETA). Title I of CETA authorized federal support for a wide variety of programs for counseling of youths aged 14 to 21 as well as institutional and on-the-job training programs. Titles II, III, and IV of CETA were primarily concerned with job creation activities in public services employment, temporary employment assistance, summer employment, as well as conservation, skill training and community improvement programs for youth. Other titles in the Act dealt with cooperation between CETA and vocational education and related issues.

Guidance-related activities occur at several points in the Youth Employment and Demonstration Projects Act of 1977. For example in Section 327(b)(5) under Subpart I it is indicated that Youth Incentive Entitlement Projects "may include occupational and career counseling . . . as part of the employment entitlement." Subpart 3 indicates that Youth Employment and Training Programs should include "such training and supportive services as are necessary to enable participants to secure suitable and appropriate unsubsidized employment in the public and private sectors of the economy." Guidance-related activities supported under this subpart are outreach, assessment, and orientation; counseling, including occupational information and career counseling; activities promoting education to work transition; development of information concerning the labor market, and provision of occupational, educational, and training information; services to youth to help them obtain and retain employment; job sampling, including vocational exploration in the public and private sector; community-based central intake and information service for youth; direct placement and placement assistance [Section 342—(3)(A-E, H, M-N)]. In Section 343, states are expected to have a special statewide youth services plan including such purposes as:

> (3) providing for the establishment of cooperative efforts between state and local institutions, including occupational and career guidance and counseling and placement services for in-school and out-of-school youth.

Section 348 of the Youth Employment and Demonstration Act of 1977 includes projects which can be supported by the Secretary of Labor from discretionary funds. Here again eligible programs include "cooperative arrangements with educational agencies to provide special programs and projects for eligible participants including counseling and guidance prior to the completion of secondary or postsecondary education and making available occupational, educational, and training information through statewide career information systems."

It is not possible in this brief overview to mention all of the actual or pending legislation supportive of guidance and counseling. As has been suggested previously some of these are quite explicit in such support while others tend to be more implicit. Among the latter is the Education for All Handicapped Children Act of 1975 (PL 94-142) which has as a major goal that of providing a free appropriate public education for all handicapped children, ages 3-21. In support of this goal the law requires local educational agencies to be concerned about the child's present level of educational performance, academic achievement, prevocational and vocational skills. While not a prominent focus of the bill, guidance and counseling is certainly not precluded from support by it.

In terms of pending legislation directly guidance-related are such items as H.R. 1118, Guidance and Counseling for the Elderly; S.50 Full Employment and Balanced Growth Act of 1977; S.170 Comprehensive Youth Employment Act of 1977; S.418 Displaced Homemakers Act; and S.1 Employment Resources Act of 1977. It is not possible to forecast whether these pending legislative pieces will become law. Suffice it to say, however, that each of them and the litany of legislation already in force continues to give credence to the fact that guidance and counseling, particularly those processes carrying career and vocational emphases, are extremely vital to the development of the human resources of the nation.

Part II

Comprehensive Guidance Program: An Overview

CHAPTER 3

Comprehensive Guidance Programs

Norman C. Gysbers

PL 94-482 as well as other current stimuli to the improvement of guidance and counseling call for comprehensive and planned guidance and counseling programs. These current calls for planning and developing comprehensive guidance and counseling programs in schools is not new. In the 1960s a combination of movements and influences converged to begin to change guidance and counseling from a technique-oriented service to a comprehensive, developmental program. The results included a renewed interest in career guidance, career development, concern about the efficacy of the traditional model of guidance and counseling and an increased emphasis on accountability and program evaluation.

The interaction of these movements and influences during the 1960s provided the basic vocabulary and other necessary constructs to define and implement guidance and counseling in systematic, comprehensive terms; as a program in its own right rather than as a set of services ancillary to other programs. The result is that today, as the 1970s continue to unfold, there are a number of comprehensive systematic approaches to guidance and counseling under development and in the beginning stages of implementation. While these approaches each contain unique ways of developing and implementing a guidance program, much commonality exists. They all address such elements as needs assessment, goals and objectives, sequenced activities, time-talent resource management procedures, and evaluation.

A major feature of these emerging comprehensive guidance programs is person-centered outcomes, the achievement of which is the responsibility of the program. Knowledge and skills to be learned by individuals as a result of the program often are grouped in such domains of human growth and development as self knowledge and interpersonal skills, life career planning and life roles, settings and events. In this latter domain subcategories frequently include work and economic understanding and leisure and avocational pursuits. These categories serve to identify those domains of human growth and development from which goals and objectives (outcomes) are drawn. The sequencing of these goals and objectives is accomplished according to one of the variety of ways of outlining life stages. Guidance activities and resources designed to assist individuals reach these outcomes are organized accordingly.

Other features of these emerging programs include a definition of guidance in outcome terms, rationale statements to support the definition, and basic assumptions about human growth and development and about guidance which give shape and direction to the program. Frequently, definitions are stated in outcome terms providing readers with an overview of what knowledge, skills, and understandings individuals can gain from participating in guidance programs as well as indicating how guidance programs relate to other programs in the school. Rationale statements often report the results of needs assessment surveys and statements of authorities concerning the need for guidance and counseling programs. Closely related to rationale statements are statements of assumptions about human growth and development and/or the ages, stages and/or settings in which the program resides. Such statements help give shape and direction to the program outlining areas of program responsibility.

In addition, most approaches to guidance programming describe the ways guidance activities and resources are organized to reach agreed upon outcomes. Most, if not all, approaches include the regular curriculum as one delivery system. This is done through infusion of guidance goals, objectives, and activities into such disciplines as English, social studies, and science or through the use of mini courses, special classes and/or learning packages. In addition, most, if not all, approaches provide for placement, follow-up and follow-through activities to assist individuals in their next steps educationally and/or occupationally. Also, direct delivery of guidance activities on a demand basis is a substantial part of most guidance programs. This element is included because there usually is a need for direct immediate services to individuals sometime while they are in contact with the program.

Finally, most systematic approaches to guidance and counseling provide for activities which support the other elements of the total program. Staff development is an important element in such support activities. Also, testing, the identification of community resources, public relations activities, materials development and program evaluation are seen as important systems support elements.

In 1976, the systematic, comprehensive program approach to guidance and counseling received substantial assistance in the form of the "Educational Amendments of 1976" (Public Law 94-482). As indicated in the introduction, in the first three Titles of this law, systematic, comprehensive approaches to guidance and counseling are clearly supported. For example, Title III of PL 94-482 contains specific language emphasizing the importance of program models and supporting a range of guidance and counseling activities. These activities include:

- Career development and guidance program models, techniques, and materials for use with two year and four year college populations, adults of all ages, including the community career center concept.
- Alternate models of information delivery and evaluation of them in terms of cost and effectiveness.
- Materials at all levels for integrating existing career development materials, models, and knowledge into action programs.
- Roles and functions of teachers, counselors, and media in the career development program delivery on a cost-effective basis.
- Special population career guidance materials and models, i.e., women, minorities, handicapped, and disadvantaged.
- Parent education programs for career development role assumption.
- Early childhood career development and adult career decision making.

After reviewing the range of possible guidance and counseling activities included in Title III as well as in Titles I and II and then reflecting on the expectations of Congress and on the impact these activities will have on consumers, it is clear to me that the only way we can respond effectively is through the development and implementation of comprehensive, systematic programs of guidance and counseling. Fortunately, the necessary vocabulary, methods, and techniques to develop and implement such programs are available. The challenge is clear. It is up to us to respond by using available resources, especially PL 94-482, to plan and manage comprehensive, systematic programs of guidance and counseling to meet the needs of our clientele now and in the future.

CHAPTER 4

Guidance Program Functions

Marla Peterson
Karen Kimmel

This chapter presents one view of the major functions of a guidance program—administration, planning, assessment, program development, evaluation, and guidance program support functions (staff development, community resources, and community relations). A common format is used to describe each function. Included is a matrix that references portions of various pieces of current legislation which relate to each guidance program function. The references consist of the numbers of the title or part of the legislation, the section, and the page pertinent to a particular function. When a section of a law is amending a section of another piece of legislation, the latter section number is in quotation marks. At the end of the chapter, there is a listing of the sections and their titles. Those references that specifically mention guidance and/or counseling are indicated with an asterisk. The remainder of the presentation of a function consists of (1) the definition of some key terms that relate to the function, (2) a brief description of the function, (3) a list of some key activities, and (4) a list of selected resources.

Administration

Administration	—	The functions related to planning, organizing, managing, and controlling a program of guidance services.
Advisory Councils	—	A group of individuals from within and outside the education profession who offer opinions on various aspects of school programs.
Team Approach	—	The use of a variety of individuals—teachers, parents, counselors, administrators, community personnel, etc.—to deliver guidance service.

At the helm of national, state, and local programmatic efforts to deliver guidance services should be trained guidance professionals who understand the personal, social, educational, and career development needs of youth and adults. These professionals need to have skills which will enable them to meld a variety of individuals—teachers, school administrators, parents, community representatives, businees/industry/labor personnel—into a team that can deliver effective guidance services.

The 3-C (counseling, coordinating, and consulting) roles of the guidance professional are not new concepts. They were advocated in the 1950s and are just now beginning to be a reality for many guidance personnel. The high counselor-student ratios and the demand for more guidance services have caused the guidance and counseling profession to become more and more cognizant of the fact that guidance services must be organized around a team approach with the guidance counselor assisting important "significant others" in the use of techniques and methods that will help deliver high quality guidance services to those who are in need of these services.

Such an organizational strategy thrusts the counselor in a new role as an information resource as well as places renewed emphasis on the coordination and consulting roles. The counselor is the catalyst that brings together the resources of social service agencies, the school, the home, youth groups, etc. Individual counseling still remains an important function of the counselor but other personnel such as teachers, high level paraprofessionals as well as key students can be trained to assist in group guidance, interview, information dissemination, and certain counseling efforts with the counselor providing group leadership when time permits.

No longer can the counselor be school bound. The community is an important resource that should be used to assist with the development of placement activities and work experience programs for students. One indication that guidance professionals will be expected to interact with community personnel is the requirement in the new legislation that local, state, and national advisory councils for vocational education must have one or more representatives who are knowledgeable in the field of guidance and counseling.

Grants to states to assist them in carrying out programs to coordinate new and existing programs of guidance and counseling are a part of the Educational Amendments of 1976. There is little doubt that these programs and local programs will be evaluated in terms of their effectiveness in assessing needs, establishing priorities, designing programs based on needs and priorities, implementing and evaluating programs, and revising programs based on systematic feedback.

These are just good administrative practices based on the functions of planning, organizing, managing, and controlling. Guidance and counseling personnel must demonstrate they are not strangers to these practices. In fact, they are not! Perhaps a major fault of the guidance and counseling profession has been a self-effacing attitude which has not given proper recognition to the many positive outcomes achieved by guidance and counseling programs. An appropriate admonition in organizing for the delivery of guidance services is to *recognize shortcomings but make others listen to achievements.*

It is important to note that the career education legislation provides for the inclusion of guidance professionals in the administration of career education programs at the state level. This provision should have a "spill over" to local education agencies. Guidance personnel in local education settings will want to make sure that they are represented in the management and administration of career education efforts because that is where decisions occur regarding the role that guidance is to play in the career development of students.

Some Key Activities

Some activities that fall within the various legislative emphases include:

1. State and national guidance and counseling associations could take steps to assure that guidance personnel are adequately represented on local, state, and national vocational education advisory councils.

ORGANIZING

TERMS	Education Amendments of 1976 PL 94-482			CEIA	ESEA	CETA, 1973	YEDPA 1977	EAHCA, 1975
	Title I	Title II	Title III	PL 95-207	PL 93-380	PL 93-203	PL 95-93	PL 94-142
Advisory councils (state, federal, local)	Part A Sec. 101 "Sec. 105" p. 2084 Part E Sec. 152 p. 2153	*Sec. 202 "Sec. 105" p. 2174 *Sec. 202 "Sec. 162" p. 2199	Part C Sec. 336 p. 2224	Sec. 8	Title I Sec. 101 "Sec. 131" p. 497 Title IV Sec. 406 p. 552-553 Title VI Sec. 606 "Sec. 310A" p. 577-578			
Administration/coordination (state, federal)	Part A Sec. 101 "Sec. 105" p. 2085	Sec. 202 "Sec. 104" p. 2172-2173	*Part D Sec. 343 p. 2225	Sec. 6 Sec. 8 Sec. 13				Sec. 5 "Sec. 612" p. 781
Coordinators (local)				Sec. 8				
State planning		Sec. 202 "Sec. 107" p. 2179 Sec. 202 "Sec. 107" p. 2181	*Part C Sec. 334 p. 2223	Sec. 7				
Office of Libraries and Learning Resources					Title V Sec. 519 p. 576			

2. Guidance representatives who serve on advisory councils could be supplied with information that help these representatives be fully cognizant of guidance needs.

3. Administrators of guidance programs through personnel development activities, need to be made aware of activities that can take place under the provisions of CETA and YEDA.

4. Demonstrations of various organizational structures for delivering guidance services could be conducted. Models which show effective CETA/educational institution or Employment Service/School Placement Services organizational patterns are some possibilities that need to be explored and documented.

Selected Resources

California State Department of Education. *Pupil Personnel Services in California Public Schools: Needs, Problems, and A Plan for Solutions, Guidance and Counseling Task Force,* 1975.

Ryan, Antoinette T. and Zeran, Franklin R. *Organization and Administration of Guidance Services.* Danville, Illinois: The Interstate Printers and Publishers, Inc., 1972.

Walker, Robert W. et al. *Handbook for Career Guidance Counselors.* Illinois Division of Vocational and Technical Education, 1975.

Planning and Needs Assessment

Guidance Program	—	A carefully organized offering of guidance services.
Needs Assessment	—	Data from various sources that describes the actual world of a guidance program both as it exists now and as it will, could, or should exist in the future.
Planning	—	Planning is a process for determining "where to go" and identifying the requirements for getting there in the most effective and efficient manner possible.

> Planning . . . is only concerned with determining what is to be done so that practical implementing decisions may be made later. Planning is a process for determining "where to go" and identifying the requirements for getting there in the most effective and efficient manner possible (Kaufman, 1972).
>
> If planning is conceived as a rigid, unswerving plotting of all future activities, it is doomed to failure at the outset. Planners must predict and project, based upon the most valid and comprehenisve data available. Although the plan attempts to foresee the effects of indicated actions, allowances must be made for the variables and unknown which will inevitably affect the anticipated outcomes (Iowa, 1974).

PLANNING

TERMS	Education Amendments of 1976 PL 94-482			CEIA	ESEA	CETA, 1973	YEDPA 1977	EAHCA, 1975
	Title I	Title II	Title III	PL 95-207	PL 93-380	PL 93-203	PL 95-93	PL 94-142
State level		Sec. 202 "Sec. 107" p. 2179 Sec. 202 "Sec. 107" p. 2181	*Part C Sec. 331 p. 2221 2222			Title I Sec. 105 p. 198-139 Title I Sec. 106 p. 200		
State plans				Sec. 7	Title IV Sec. 401 "Sec. 403" p. 551			Sec. 5 "Sec. 612" p. 780-781
Community councils				Sec. 8	Title IV Sec. 405 p. 549			
Comp. career guide, counseling, placement, followup				*Sec. 8				
Vocational guidance and counseling program		*Sec. 202 "Sec. 134" p. 2193						
Vocational education programs		Sec. 202 "Sec. 107-108" p. 2179-2185						
Educational Information Centers	*Part D Sec. 125 "Sec. 418A" p. 2097							
Lifelong Learning Services	*Part A Sec. 101 "Sec. 133" p. 2088-2089							
Student plans					Title I Sec. 101 "Sec. 131" p. 497			
Local career education plans				Sec. 8				

ASSESSMENT (NEED)

TERMS	Education Amendments of 1976 PL 94-482			CEIA	ESEA	CETA, 1973	YEDPA 1977	EAHCA, 1975
	Title I	Title II	Title III	PL 95-207	PL 93-380	PL 93-203	PL 95-93	PL 94-142
Employment and training needs		Sec. 202 "Sec. 105" p. 2175-2176 Sec. 202 "Sec. 106" p. 2177; Sec. 202 "Sec. 107" p. 2181						
Of needs, interests and potential for referral						Title I Sec. 101 p. 195		
Career education, career development need			*Part C Sec. 331 p. 2221-2222		Title IV Sec. 406 p. 551			
Statewide assessment of career education				Sec. 8				
Placement services		Sec. 202 "Sec. 107" p. 2181						
Of job corps enrollees						*Title IV Sec. 412 p. 226		
Materials to overcome sex stereotyping		*Sec. 202 "Sec. 133" p. 2193						
Of handicapped students needs					Title VI Sec. 615 p. 583			Sec. 5 "Sec. 613" p. 784
Student assessment program					*Title IV Sec. 401 "Sec. 421" p. 542			

Planning guidance programs is critical because resources are limited. Guidance programs simply cannot be all things to all people. Systematic procedures need to be used for planning and implementing new and responsive programs or improving existing ones.

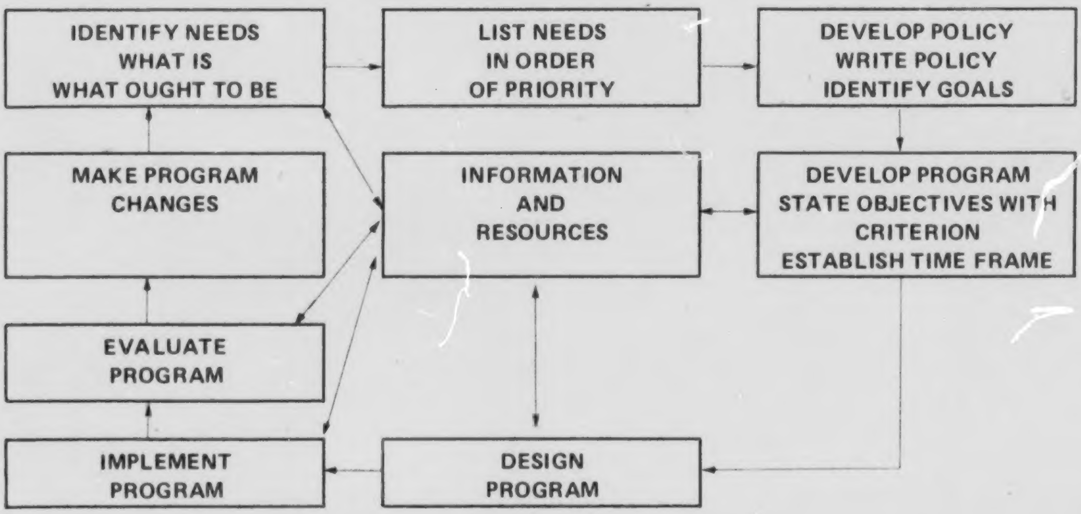
The planning process should begin by having administrators, teachers, employers, parents, and students participate in defining local guidance program needs. Davis and McCallon (1974) see needs assessment serving at least four purposes:

1. It provides a place to begin.
2. It provides a direction.
3. It provides an answer to the question, "Why?"
4. It provides authorization to continue or permission to stop.

The Educator's Handbook for Secondary Career Guidance Programs (Gustafson et al., 1975) contains a section which seems to summarize the major elements of a career guidance planning model and indicates that planning begins with needs assessment and is followed by the determination of a priority list of needs. Once the needs list has been identified, policies can then be developed for each need. After deciding which policies are to be implemented, more detailed objectives and criteria should be developed. . . . Once programs are implemented, they should be evaluated and related to future needs. Discrepancies discovered during evaluation can be fed into a new list of priority needs for future policy level decisions.

The model shown below was originally developed by Gustafson et al. (1975). Some words have been changed to enhance brevity.

PLANNING MODEL


IDENTIFY NEEDS
WHAT IS
WHAT OUGHT TO BE
LIST NEEDS
IN ORDER
OF PRIORITY
DEVELOP POLICY
WRITE POLICY
IDENTIFY GOALS
MAKE PROGRAM
CHANGES
INFORMATION
AND
RESOURCES
DEVELOP PROGRAM
STATE OBJECTIVES WITH
CRITERION
ESTABLISH TIME FRAME
EVALUATE
PROGRAM
IMPLEMENT
PROGRAM
DESIGN
PROGRAM

Too often student needs assessments and followup studies have constituted the bulk of guidance program planning efforts. Needs assessments and followup studies are fine if the results, along with other data, are fed back into program improvement activities and the establishment of guidance program objectives. However, it is not uncommon to hear that many hours have been expended to collect data that is never used in planning more effective guidance programs.

Most boards of trustees, school boards, and educational institution administrators base decisions on the allocation of resources on the plans that are presented to them. Guidance professionals would be in a better position to get the resources they need if they came before these groups prepared to answer questions such as:

- How did you arrive at your guidance program priorities?
- Which priority are you going to cut if you don't receive the full funding requested and how will this affect your overall program?
- What do you anticipate in terms of how the guidance program will be operating three years from now?

Planning models specifically tailored to comprehensive guidance programs are just beginning to emerge. They range from a comprehensive set of materials such as the Career Planning and Support System (CPSS) developed at The Center for Vocational Education, The Ohio State University, to the Programmatic Approach to Guidance Excellence (PAGE 2) materials which motivate parents, community members and school personnel to get involved in priority setting processes, to a series specifically targeted for planning rural guidance programs, the Rural America Series. All of these models are referenced at the end of this section.

Some Key Activities

The legislation suggests several activities that could be undertaken. Here are several examples:

1. Establish high school programs that will link to the Educational Information Centers that will be established in each state. These centers will provide information that will inform students about educational programs that are offered by a variety of educational institutions.
2. Involve a variety of people (community members, parents, etc.) in planning guidance programs through a variety of new planning models that have been developed within the past five years.

Selected Resources

Axelrod, Valija et al. *Rural America: Career Guidance Program Process, Planning and Implementation.* Columbus, Ohio: The Center for Vocational Education, The Ohio State University, 1977.

Career Planning Support System (CPSS). Columbus, Ohio: The Center for Vocational Education, The Ohio State University, 1977.

Comprehensive Career Guidance System, American Institutes for Research, P.O. Box 1113, Palo Alto, California 94302.

Related documents are:

Jones, G. B., and Wolff, J. M. *Planning, Developing, and Field Testing Career Guidance Programs: A Manual and Report.* Palo Alto, California: American Institutes for Research, 1972.

Jones, G. B.; Nelson, D. E.; Ganschow, L. H.; and Hamilton, J. A. *Development and Evaluation of a Comprehensive Career Guidance System.* Palo Alto, California: American Institutes for Research, 1971.

Dayton, C. *A Validated Program Development Model and Staff Development Prototype for Comprehensive Career Guidance, Counseling, Placement and Follow-up.* Palo Alto, California: American Institutes for Research, 1976.

Mesa Public Schools. *Orientation to a Systematic Approach to Guidance.* Mesa, Arizona: Mesa Public Schools, 1974. ED 095 466

Peterson, Marla and Treichel, Janet. Programmatic Approach to Guidance Excellence (PAGE 2). An Instructional Resource Package, 1976. Available on loan from most state departments of education.

Assessment

Achievement Test	–	A device designed to measure progress or accomplishment in some area of endeavor.
Aptitude Test	–	A device designed to measure an individual's capacity or potential to perform certain tasks.
Career Development Instrument	–	A device designed to measure the career maturity of individuals.
Interest Test	–	A device designed to measure an individual's likes and dislikes.
Test	–	A measurement tool used in counseling to assist in understanding the behavior of individuals. The ultimate aim of such tests is to understand the individual well enough so that future behavior can be predicted.

In the previous section the role that effective needs assessment can play in the establishment and improvement of comprehensive programs of guidance, counseling, placement, and followup was discussed. Therefore, this section will focus primarily on the testing aspect of guidance and counseling programs.

Since the advent of school guidance programs, tests have been the counselor's basic technique for assessment of students. No other technique has been more abused or more criticized both from within and without the profession. Many of these criticisms of testing practices are wholly justified. But, in the final analysis, it is often not the tests that should be criticized but the way in which they are used.

A testing program is an integral part of the overall offerings of guidance and counseling services. Although testing programs have always been under close scrutiny from critics, current testing controversy has revolved around the following items:

1. The culture fair aspects of tests.
2. The sex fair aspects of tests.
3. The decline in scores on achievement tests and tests that are used for college entrance purposes.
4. The Griggs v. Duke Power Company employment testing decision in which the courts held that for a test to be valid is must be related to a particular type of job.

Probably the most heated debates are currently revolving around the sex fair testing issues. There has been a great deal of progress in recent years in reducing bias in career guidance inventories but problems of sex bias do remain to a considerable degree in many of the most commonly used instruments. Counselors need to recognize sex bias in career interest inventories and to be particularly careful when interpreting test results to clients.

As part of the National Institute of Education (NIE) study of sex bias and sex fairness in career interest inventories (Diamond, 1975), 26 guidelines were developed as standards for publishers and by which users of such inventories could evaluate their sex fairness. These guidelines represent the diverse concerns of inventory users, respondents, authors, and publishers and cover the three facets of career guidance inventories in which sex bias may occur:

- The items themselves;
- The technical procedures and materials; and
- The interpretive procedures and materials.

With the heavy sex equity emphasis in many parts of the legislation relating to guidance, guidance personnel may want to acquaint themselves with the above guidelines.

A current trend to minimal competency testing prior to high school graduation also affects guidance personnel. This movement, of course, is tied to the decline in achievement test scores in basic skill areas. Counselors become involved in the administration of these tests and in dealing with the many counseling problems and personal crises that occur when test results are give to students. Remediation is not always the answer. Remedial programs may not serve the needs of a particular student. Parents become involved. All the skills of the professional counselor may be called upon to deal with these situations.

Undoubtedly, in the next few years many school districts and test publishers will spend considerable time on designing testing programs that are sex fair and culture fair in their approach.

Procedures surrounding minimal competency testing will be redesigned and reviewed. Some criticism of tests and testing programs will probably always prevail. However, there is a great deal of truth to the fact that often the problems that arise are more the fault of the user than of the test itself. Guidance and counseling personnel could benefit from staff development activities that would assist them in the proper use and interpretation of test results.

Some Key Activities

Several recent projects have focused all or part of their efforts on assessment. Here are some additional ideas for projects that could be undertaken:

1. Examine the entire testing program (using the 26 guidelines developed by the NIE study on sex bias and sex fairness) to determine the degree to which sex fairness prevails.

2. Design a staff development program that would assist all school personnel in using and interpreting test results. Many have had minimal preparation in test constructs. A basic review may be necessary.

3. Conduct intensive efforts to ascertain the effects of minimal competency testing on the personal, social, and career development of individuals.

4. Ascertain the counseling problems associated with minimal competency testing and document procedures that seem to be effective in helping solve these problems.

Key Resources

Diamond, Esther E. (ed.). *Issues of Sex Bias and Sex Fairness in Career Interest Measurement.* Spring 1975. Paper funded under contract to the Aries Corporation by NIE, February 1, 1974. ERIC Doc. No. ED 113 609.

Stebbins, Linda et al. *Sex Fairness in Career Guidance: A Learning Kit.* (undated). Contains chapter on "Guidelines and Recommendations for Sex-Fair Use of Career Interest Inventories." Available from Abt Publications, 55 Wheeler Street, Cambridge, Massachusetts 02138.

Texas Education Agency. *Measurement, Diagnostic and Prescriptive Components of a Career Education Learning System.* May 1975. ERIC Doc. No. ED 117 344.

Development

Community-Centered Guidance	—	Interventions designed to involved the community in guidance services.
Home-Centered Guidance	—	Deliberate intervention in the life of a student with the family system serving as the delivery vehicle.

PROGRAM DEVELOPMENT

TERMS	Education Amendments of 1976 PL 94-482			CEIA	ESEA	CETA, 1973	YEDPA 1977	EAHCA, 1975
	Title I	Title II	Title III	PL 95-207	PL 93-380	PL 93-203	PL 95-93	PL 94-142
Career ed program			*Part C Sec. 334 p. 2223	Sec. 8 Sec. 10	*Title IV Sec. 406 p. 551-552			
Career guidance, counseling, placement, followup			*Part D Sec. 342 p. 2224	Sec. 8				
Placement	*Part D Sec. 125 "Sec. 418A" p. 2097 Part D Sec. 128 "Sec. 447" p. 2143-2144	Sec. 202 "Sec. 120" p. 2188; *Sec. 202 "Sec. 134" p. 2194			Title VI Sec. 614 "Sec. 612" p. 582	Title IV Sec. 412 p. 227 *Title III Sec. 304 p. 216	*Title II Sec. 201 "Sec. 342" p. 640 *Title II Sec. 201 "Sec. 348" p. 644 Title II Sec. 201 "Sec. 353" p. 646	
Work study	Part D Sec. 128 p. 2143-	Sec. 202 "Sec. 120" p. 2187 Sec. 202 "Sec. 121" p. 2188-2189						
Work experience				Sec. 8				
Cooperative programs	Part D Sec. 129 "Sec. 801" p. 2145	Sec. 202 "Sec. 120" p. 2187; Sec. 202 "Sec. 122" p. 2189-2190; Sec. 202 "Sec. 132" p. 2192				*Title III Sec. 304 p. 216		
Career awareness/exploration programs		Sec. 202 "Sec. 132" p. 2193; *Sec. 202 "Sec. 134" p. 2194		Sec. 8			Title II Sec. 201 "Sec. 342" p. 639 *Title II Sec. 201 "Sec. 342" p. 640	

PROGRAM DEVELOPMENT (Continued)

TERMS	Education Amendments of 1976 PL 94-482			CEIA	ESEA	CETA, 1973	YEDPA 1977	EAHCA 1975
	Title I	Title II	Title III	PL 95-207	PL 93-380	PL 93-203	PL 95-93	PL 94-142
Career counseling for unemployed						Title II Sec. 201 p. 205 *Title IV Sec. 412 p. 226		
Coping activities						*Title II Sec. 201 "Sec. 342" p. 640 *Title II Sec. 201 "Sec. 348" p. 644 *Title II Sec. 201 "Sec. 342" p. 639		
For handicapped children					Title VI Sec. 614 "Sec. 611" p. 580-581			Sec. 5 "Sec. 613" p. 782-783
Consumer & Homemaking Education		*Sec. 202 "Sec. 150" p. 2196						
Community programs			*Part C Sec. 334 p. 2223					
Job Corps						*Title IV Sec. 407 p. 223 *Title IV Sec. 408 p. 224		
Guidance and counseling program					*Title IV Sec. 401 "Sec.421" p. 542-543			
For gifted and talented					Title IV Sec. 404 p. 547-549			
Job market entry						*Title I Sec. 101 p. 195		
Programs for special populations (urban, rural, disadvantaged, women, limited English speaking, unemployed)		*Sec. 202 "Sec. 120" p. 2188 Sec. 202 "Sec. 132" p. 2192 *Sec. 202 "Sec. 133" p. 2193 *Sec. 202 "Sec. 134" p. 2194			Title I Sec. 101 "Sec. 121-123" p. 491-494	*Title II Sec. 205 p. 209 *Title III Sec. 301 p. 213, 214 Title III Sec. 302 p. 214 *Title III Sec. 304 p. 216	*Title II Sec. 201 "Sec. 348" p. 646 *Title II Sec. 201 "Sec. 353" p. 646	

PROGRAM DEVELOPMENT (Continued)

TERMS	Education Amendments of 1976 PL 94-482			CEIA	ESEA	CETA, 1973	YEDPA 1977	EAHCA, 1975
	Title I	Title II	Title III	PL 95-207	PL 93-380	PL 93-203	PL 95-93	PL 94-142
Programs for special population (Continued)		*Sec. 202 "Sec. 150" p. 2196				Title III Sec. 303 p. 215		
		*Sec. 202 "Sec. 134" p. 2194						
Overcoming sex stereotyping programs (women's equity)		Sec. 202 "Sec. 150" p. 2196			*Title IV Sec. 408 p. 554			
		Sec. 202 "Sec. 107" p. 2181						
		*Sec. 202 "Sec. 133" p. 2193						
Resource Center	*Part D Sec. 125 "Sec. 418A" p. 2097	*Sec. 202 "Sec. 134" p. 2194		Sec. 8				
Lifelong Learning Program	Part I Sec. 177 "Sec. 1014" p. 2165-2166				Title VI Sec. 604 "Sec. 309" p. 577			
	Part A Sec. 101 "Sec. 133" p. 2087							
Postsecondary educational demonstration projects				Sec. 11				

Lifelong Learning	—	Recurrent education throughout the lifetime of an individual.
Limited English Speaking	—	An individual whose "first" language is other than English.
Placement	—	A process which helps students make the "next step" in generalizing their emerging vocational identity.
Sex Bias	—	Overt or covert discrimination directed toward males or females.
School-Centered Guidance	—	Interventions designed to involve the community in guidance services.

Facilitating the development of students involves the three major influences in the lives of students. They are the home, the school, and the community. Delivering guidance services entails home-centered practices; school-centered practices which include group counseling, subject matter-centered strategies, and nonsubject matter-centered strategies; and community-centered practices. Figure 1 was developed by the Career Guidance Counseling, Placement and Follow-Through Program for Rural Schools Project at The Center for Vocational Education, The Ohio State University, and illustrates the relationship between and among the home, school, and community as delivery modes for guidance programs. Each type of practice is defined below.

Home-centered guidance is the process of deliberate intervention in the life of a student with the family system serving as the delivery vehicle. The home becomes the learning center for career development and guidance activities with parents serving as role models for their children. The success of this form of guidance is based upon parent knowledge, understanding, and ability to use family interactions in an innovative and constructive manner.

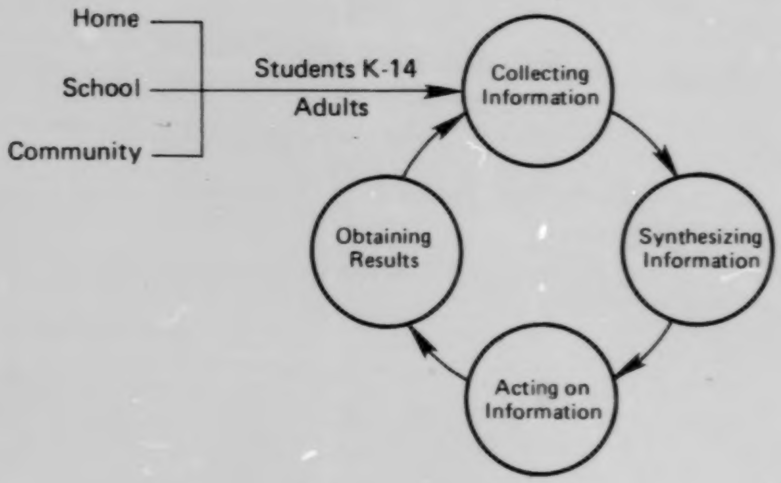
School-centered guidance practices are interventions designed to meet the career guidance needs of students in the school. These practices are subdivided into three categories. They are individual and group counseling, subject matter-centered guidance, and nonsubject matter-centered guidance:

> *Group counseling* is defined as an intervention process which relies on group interaction. It is, therefore, effective in small groups. This process promotes interpersonal relationships and consumes less time than one-to-one counseling.
>
> *Subject matter-centered career guidance* involves a blending of career development goals and guidance objectives into current subject matter goals. This approach allows career guidance to permeate the entire curriculum.
>
> *Nonsubject matter-centered career guidance practices* are schoolwide or districtwide in scope or are implemented in the classroom, but not directly related to a curricular discipline.

Community-centered guidance practices are designed to meet broad-based needs of students. These practices are interventions designed to involve the community in facilitating the development of students.

Figure 1

Home, School, and Community-Centered Career Guidance Practices within the Life Role Development Model Framework


Home
School
Community
Students K-14
Adults
Collecting Information
Synthesizing Information
Acting on Information
Obtaining Results

CAREER GUIDANCE PRACTICES

Home-Centered

- *Family Travel Unit
- *Parent Training Night
- *Parent Discussion Groups
- *Problem Solving
- *Career Development Parent Series

School-Centered

Community-Centered

- *Career Fair
- *Professional Exploration Internship
- *Community Persons as Classroom Resources
- *Adopt a Grandchild

Group Counseling

- *Teaming
- *Role Playing
- *Orientation
- *Gaming
- *Peer Counseling

Subject Matter

- *Stereotypes in the World of Work
- *I'm Different—Are You?
- *Class Centered Placement
- *Workers in the Community

Nonsubject Matter

- *Career Resource Center
- *Pow Wow
- *Career Week
- *Hobby Time
- *Mobile Guidance Van

Program development is, of course, influenced by the posture that is taken in regard to community and home involvement in guidance programs. With emphases in the legislation on programs for special populations, lifelong learning, and sex fairness, it may be that guidance personnel will want to rethink who the players are in the development and delivery of guidance programs. Counseling of adults, for example, requires much more knowledge of nonformal settings and is an area which will require more resources than in the past. Working with students who have limited English speaking ability may require working with parents.

Information centers are referred to in several places in the various pieces of legislation. Guidance personnel will want to consider how centers can be developed so that they enhance the entire guidance program. With an emphasis on placement also appearing in the legislation, it may be that career resource center activities and certain aspects of placement would be brought together. The possibilities are numerous for the development of resource centers to assist with guidance program functions. Imagination and creativity can certainly play a role in how such centers can be organized and developed.

Some Key Activities

Listed below are just some of the key activities that could be performed under current legislation.

1. Techniques and systems for the guidance and counseling of adults.
2. Exemplary guidance programs for those of limited English-speaking ability.
3. Exemplary guidance programs designed to broaden occupational aspirations and opportunities for the disadvantaged.
4. Guidance and testing materials designed to overcome sex bias in vocational education programs.
5. Guidance support services for rural students.
6. Resource centers to serve all students.

Selected Resources

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Lewis, L. *Career Guidance Counseling Placement Guide.* Boise, Idaho: State Department of Education, September 1975.

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Evaluation

Accountability —	A process in which final products and outputs can be evaluated against predefined specification.
Assessment —	A measure of a particular status relative to some selected criterion or standard.
Evaluation —	Systematic collection and report of data that facilitates decision making.
Formative Evaluation —	Ongoing and internal feedback that serves as a preliminary "testing" of program efforts.
Measurement —	An interpretation of data relative to objective criterion; measurement relates to status determination.
Research —	The focus is to draw conclusions about phenomena and relationships between variables. Emphasis is on "truth" from which generalized statements can be made.
Summative Evaluation —	Overall evaluation of a program or effort.

It used to be that there was something called planning and there was something called evaluation—distinct—separate—and never the "twain" shall meet. But, times have changed. Planning, implementing and evaluating are no longer seen as distinct and separate. Instead, they are viewed as inseparable and interdependent. Planning contributes to implementation and evaluation, and evaluation feeds forward to new planning.

Numerous pressures for evaluation are appearing today. Federal and state education legislation inevitably includes an accountability component. Some legislation mandates evaluation.

The crucial evaluation issues in guidance today center not on evaluation methodologies but upon criterion issues. What should be evaluated in guidance and against what standards should it be judged? Judgment, evaluation of merit or worth, in guidance endeavors must first focus on the goals and criteria. Presently there is little consensus as to what is desirable for guidance goals and standards.

Sometimes the purpose of evaluation is not to determine final judgment of an effort but to serve as preliminary "testing" of progress. Such a developmental purpose is labeled by Scriven (1973) as a "formative" role of evaluation. It incorporates ongoing and internal feedback that facilitates corrective modifications of itself. Another role of evaluation is that of providing an overall evaluation—the kind with which administrators or consumers are most concerned. Scriven calls this a "summative" role of evaluation.

EVALUATION

TERMS	Education Amendments of 1976 PL 94-482			CEIA	ESEA	CETA, 1973	YEDPA 1977	EAHCA, 1975
	Title I	Title II	Title III	PL 95-207	PL 93-380	PL 93-203	PL 95-93	PL 94-142
State/federal levels		Sec. 202 "Sec. 108" p. 2181 Sec. 202 "Sec. 112" p. 2186-2187 Sec. 202 "Sec. 162" p. 2200		Sec. 8				
Of work study programs	Part D Sec. 128 "Sec. 447" p. 2144							
Of cooperative programs	Part D Sec. 129 "Sec. 802" p. 2145-2146	Sec. 202 "Sec. 122" p. 2190						
Of teacher corps projects	Part E Sec. 152 p. 2153							
Of handicapped students programs								Sec. 5 "Sec. 614" p. 784 Sec. 5 "Sec. 618" p. 792
Program evaluation				Sec. 14	Title I Sec. 101 "Sec. 151" p. 499-500 Title V Sec. 506 "Sec. 417" p. 564 Title V Sec. 506 "Sec. 418" p. 565			

In materials developed as part of the Rural America Series (Drier et al., 1977) the authors indicate that follow-up techniques are sometimes offered as a specialized form of evaluation—a long-term evaluation of the program outcomes. Some effects of programs are not immediately apparent and thus require evaluation over an extended period of time. Program goals which emphasize individual development of "self-sufficiency," "independence," "responsibility" or "ability to make decisions" cannot always be assessed upon completion of the program.

Follow-up studies are vitally important to assessing those goals of guidance programs which are often not bound by time or course constraints. Review of published follow-up studies in the literature, however, shows this form of evaluation ineffectively used. Follow-up studies generally use self-reports by students to indicate the degree of satisfactoriness of their previous counseling and whatever activity they are presently performing (school enrollment, occupational status, etc.). Such information does not effectively evaluate a *program* nor the outcomes of a program. More effective follow-up measures need to be developed and used.

Some Key Activities

Some guidance evaluation activities funded under current legislation might include:

1. Development of follow-up study models that are more cost effective.
2. Gathering of evaluation evidence on guidance programs which would augment and supplement the evaluation of vocational education report to be issued in 1983.
3. Establishment of guidance programs goals so it is possible to determine "what" is to be evaluated.

Key Resources

Goldman, Leo (ed.). *Research Methods for Counselors: Practical Approaches in Field Settings.* New York: John Wiley & Sons, 1978. Chapter 6, pp. 177-202, "Evaluating Programs Models and Strategies" by Harmon D. Burch.

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Popham, W. J. *Educational Evaluation.* Englewood Cliffs, New Jersey: Prentice-Hall, Inc., 1975.

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Guidance Program Support Functions

Facilitative Resources	–	Includes finances, equipment, supplies and space for guidance programs.
Human Resources	–	People such as school staff members, parents, students, and community members who can make input into guidance programs.
Material Resources	–	Guidance products which convey information via the printed word, manipulative objects, and through audio visual means.
Organizational Resources	–	Service and civic organizations; professional and business organizations; church groups; and various agencies of local, state and national governments that can provide assistance to guidance programs.
Staff Development	–	An ongoing program of professional activities which provides for the continuing education of guidance personnel.

Staff development for guidance personnel is, perhaps, one of the most critical needs in the profession. New trends such as curriculum-based guidance, career education at all levels (including the elementary school), placement programs, career centers, sex-fair practices, etc., have confronted guidance personnel with situations for which they have received little formal training. A well planned guidance program will provide for the continuing education of the guidance professional.

The legislation refers to staff development from several different perspectives. Here are some of the topics: training and retraining of counselors to work with adults; fellowships for those pursuing doctoral degrees; inservice to acquaint counselors with women's changing work patterns, way of overcoming sex-stereotyping, and assisting girls and women in selecting careers solely on their occupational interests; leadership for vocational guidance and exploration programs; experiences for guidance counselors in business and industry.

In addition to staff development, another important support function for guidance programs relates to the use of resources. The resources that can be tapped for guidance programs fall into four

STAFF DEVELOPMENT

TERMS	Education Amendments of 1976 PL 94-482			CEIA	ESEA	CETA, 1973	YEDPA 1977	EAHCA, 1975
	Title I	Title II	Title III	PL 95-207	PL 93-380	PL 93-203	PL 95-93	PL 94-142
General pre- and inservice training	*Part E Sec. 153 "Sec. 533" p. 2155	*Sec. 202 "Sec. 135" p. 2194	*Part D Sec. 344 p. 2225-2226	Sec. 8 Sec. 8	*Title IV Sec. 401 "Sec. 421" p. 543			
Career education/career development inservice			*Part C Sec. 331 p. 2222; *Part C Sec. 334 p. 2222-2223	Sec. 8 Sec. 8	Title IV Sec. 406 p. 551			
Inservice for overcoming sex biases		Sec. 202 "Sec. 133" p. 2193 *Sec. 202 "Sec. 135" p. 2194						
Inservice for working with adults	*Part A Sec. 101 "Sec. 133" p. 2088				Title VI Sec. 604 "Sec. 309" p. 577			
Leadership training		*Sec. 202 "Sec. 135" p. 2194 *Sec. 202 "Sec. 172" p. 2202		Sec. 8				
Business, industry, labor experience		*Sec. 202 "Sec. 134" p. 2194	*Part D Sec. 344 p. 2226					
Fellowships	Part H Sec. 171 "Sec. 923" p. 2160-2161							
Teacher corps	Part E Sec. 152 p. 2152-2153							
Inservice to help limited English speaking persons		*Sec. 202 "Sec. 135" p. 2223						
Inservice on occupational information			*Part C Sec. 335 p. 2223					

STAFF DEVELOPMENT (Continued)

TERMS	Education Amendments of 1976 PL 94-482			CEIA	ESEA	CETA, 1973	YEDPA 1977	EAHCA, 1975
	Title I	Title II	Title III	PL 95-207	PL 93-380	PL 93-203	PL 95-93	PL 94-142
Inservice to work with gifted and talented					Title IV Sec. 404 p. 548			
Programs for women's education equity					*Title IV Sec. 408 p. 554			
Teacher Centers	Part E Sec. 153 "Sec. 532" p. 2154							
Inservice for working with others								Sec. 5 "Sec. 613" p. 782
Employment of career education coordinators				Sec. 8				
Career education inservice for nonschool personnel				Sec. 8				

COMMUNITY RESOURCES

TERMS	Education Amendments of 1976 PL 94-482			CEIA	ESEA	CETA, 1973	YEDPA 1977	EAHCA, 1975
	Title I	Title II	Title III	PL 95-207	PL 93-380	PL 93-203	PL 95-93	PL 94-142
Resource center	Part A Sec. 101 "Sec. 102" p. 2084	Sec. 202 "Sec. 134" p. 2194		Sec. 8				
Educational Information Center	Part D Sec. 125 "Sec. 418A" p. 2097							
Lifelong learning	Part A Sec. 101 "Sec. 133" p. 2088							
Resource Inventories			Part C Sec. 334 p. 2223					
Resource sharing	Part A Sec. 101 "Sec. 102" p. 2084							
Community resource people		Sec. 202 "Sec. 134" p. 2194				Title IV Sec. 411 p. 226		
Career information			Part C Sec. 335 p. 2223	Sec. 12			Title II Sec. 201 "Sec. 342" p. 639 Title II Sec. 201 "Sec. 342" p. 640 Title II Sec. 201 "Sec. 353" p. 645-646	
Material purchase				Sec. 8	Title IV Sec. 401 "Sec. 421" p. 542			
Equipment purchase					Title IV Sec. 401 "Sec. 421" p. 542			
Community education program					Title IV Sec. 405 p. 549; Title IV Sec. 601 p. 576			

COMMUNITY RELATIONS AND INVOLVEMENT

	Education Amendments of 1976 PL 94-482			CEIA	ESEA	CETA, 1973	YEDPA 1977	EAHCA, 1975
TERMS	Title I	Title II	Title III	PL 95-207	PL 93-380	PL 93-203	PL 95-93	PL 94-142
Business, industry, labor, school cooperation	Part A Sec. 101 "Sec. 133" p. 2089 Part D Sec. 129 "Sec. 801" p. 2145	Sec. 202 "Sec. 132" p. 2192 Sec. 202 "Sec. 121" p. 2188 Sec. 202 "Sec. 122" p. 2189-2190		Sec. 8		Title IV Sec. 411 p. 226		
Cooperation with community agencies	Part A Sec. 101 "Sec. 111" p. 2085	Sec. 202 "Sec. 122" p. 2190 Sec. 202 "Sec. 132" p. 2192	*Part C Sec. 334 p. 2223	Sec. 8 Sec. 8		Title IV Sec. 411 p. 226		
Community resource people		*Sec. 202 "Sec. 134" p. 2194	*Part C Sec. 334 p. 2225-2226	*Sec. 8 Sec. 8				
Resource sharing	Part A Sec. 101 "Sec. 102" p. 2084							
Lifelong learning activities	Part A Sec. 101 "Sec. 132" p. 2087 Part A Sec. 101 "Sec. 133" p. 2088 *Part A Sec. 101 "Sec. 133" p. 2088							
Working with correctional institutions		*Sec. 202 "Sec. 134" p. 2194						

basic categories: (1) material (commercial and non-commercial products), (2) human (people), (3) facilitative (finances, equipment, supplies, and space), and (4) organizational (out-of-school groups). A knowledge of appropriate resources is vital to the development and delivery of a school's guidance program and often requires an assessment of available resources.

Resource assessment can be viewed as the synthesis of three separate but interlocking processes: (1) identification of and collection of data about resources, (2) construction of a resource catalog, and (3) resource management (Green et al., p. 1). The resource identification and data collection process identifies existing programs, people, funds, equipment, and ideas which can be used to implement the guidance program. The second process, construction of a resource catalog, involves transfer of data, organization of data, and development of the resource catalog. Resource management, the third process includes use of resources, reporting use of resources, and updating the data in the resource catalog.

The guidance program is enhanced when the educational staff draws upon the resources of the community to achieve program goals and objectives. Involving significant publics in planning and implementing guidance activities strengthens the program and encourages community acceptance of and commitment to career development efforts.

Good community relations should permeate every phase of the guidance program. Community relations is more than writing news articles and making speeches before community groups. Community relations includes the direct involvement of community members in planning, implementing, and evaluating guidance programs. The public is no longer standing by and letting school programs exist without their input.

Models which involve the community in guidance programs are beginning to emerge. More work needs to be done on developing techniques and processes that can be used with community member. These individuals are not going to be happy if their only input is through "paper and pencil" needs assessments which they are asked to complete.

Some Key Activities

Some guidance support functions activities that are within the intent of current legislation might include:

1. Development of model programs which illustrate how community personnel can provide guidance and counseling services.

2. Establishment of programs which encourage students to spend time in work establishments.

3. Assessment of existing community learning resources by finding ways that combinations of agencies, institutions, and organizations can make better use of existing materials, communications, techniques, and local facilities.

4. Establishment of staff development activities which focus on important emphases mentioned in the legislation: sex bias, disadvantaged students, adults.

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Ganschow, L. H. et al. *Practical Career Guidance, Counseling and Placement for the Non-college-bound Student: A Review of the Literature.* Palo Alto: American Institutes for Research in the Behavioral Sciences, June 1973.

Green, R. E. et al. *Rural America: Resource Assessment.* Columbus, Ohio: The Center for Vocational Education, The Ohio State University, 1977.

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Education Amendments of 1976
PL 94-482

Title I—Higher Education

Part A—Community Services Continuing Education
Section 101. Extension and Revision of Program.
    "Section 102. Definition of Community Service Program and Continuing Education Program"
    "Section 105. State Plan"
    "Section 111. Technical Assistance and Administration"
    "Section 132. Scope of Lifelong Learning"
    "Section 133. Lifelong Learning Activities"
Part D—Student Assistance
Section 125. Education Information Program.
    "Section 417A. Program Authorization"
Section 128. Work Study Program
    "Section 447. Job Location and Development Programs"
Section 129. Cooperative Education
    "Section 801. Appropriations Authorized"
    "Section 802. Grants for Programs of Cooperative Education"
Part E—Education Professions Development
Section 152. Teacher Corps
Section 153. Teacher Training Programs
    "Section 532. Teacher Centers"
    "Section 533. Training for Higher Education"
Part H—Graduate Programs
Section 171. Extension and Revision of Graduate Fellowships and Assistance
    "Section 923. Award of Fellowship and Approval of Graduate Programs"
Part I—Community Colleges and State Postsecondary Planning
Section 177. Expansion Grants

Title II—Vocational Education

Section 202. Revision of the Vocational Education Act of 1963
    "Section 104. State Administration"
    "Section 105. State and Local Advisory Councils"
    "Section 106. General Application
    "Section 107. Five-Year State Plan
    "Section 108. Annual Program Plans and Accountability Reports"

"Section 112.	Federal and State Evaluations"
"Section 120.	Authorization of Grants and Uses of Funds"
"Section 121.	Work Study Programs"
"Section 122.	Cooperative Vocational Education Programs"
"Section 132.	Exemplary and Innovative Programs"
"Section 133.	Curriculum Development"
"Section 134.	Vocational Guidance and Counseling"
"Section 135.	Vocational Education Personnel Training"
"Section 150.	Consumer and Homemaking Education"
"Section 162.	National Advisory Council on Vocational Education"
"Section 172.	Training and Development Programs for Vocational Education Personnel"

Title III—Extension and Revisions of Other Education Programs

Part C—Career Education and Career Development

Section 331.	Purpose
Section 334.	Use of Funds
Section 335.	Career Information
Section 336.	National Advisory Council

Part D—Guidance and Counseling

Section 342.	Appropriations Authorized
Section 343.	Administration
Section 344.	Program Authorized

Career Education Incentive Act
PL 95-207

Section 6.	Applications
Section 7.	State Plans
Section 8.	Use of Funds
Section 10.	Model Programs
Section 11.	Postsecondary Educational Demonstration Projects
Section 12.	Career Education Information
Section 13.	Administration
Section 14.	Reports

Education Amendments of 1974
PL 93-380

Title I—Amendments of the Elementary and Secondary Education Act of 1965

Section 101.	Amendments to Title I of the Elementary and Secondary Education Act of 1965—Special Educational Programs and Projects for Educationally Deprived Children

  - "Section 121. Programs for Handicapped Children"
  - "Section 122. Programs for Migratory Children"
  - "Section 123. Programs for Neglected or Delinquent Children"
  - "Section 131. Eligibility and Maximum Amount of Special Grants"
  - "Section 151. Program Evaluation"

Title IV—Consolidation of Certain Education Programs

- Section 401. Consolidation of Library and Learning Resources, Educational Innovation and Support Programs
  - "Section 403. State Plans"
  - "Section 421. Programs Authorized"
- Section 404. Gifted and Talented Children
- Section 405. Community Schools
- Section 406. Career Education
- Section 408. Women's Educational Equity

Title V—Education Administration

- Section 506. Revision of Appropriations and Evaluations Provisions
  - "Section 417. Annual Evaluation Reports"
  - "Section 418. Renewal Evaluation Reports"
- Section 519. Office of Libraries and Learning Resources

Title VI—Extension and Revision of Related Elementary and Secondary Education Programs

Part A—Adult Education

- Section 601. Definition of "Community School Program"
- Section 604. Use of Funds for Special Projects
  - "Section 309. Use of Funds for Special Experimental Demonstration Projects and Teacher Training"
- Section 606. State Advisory Councils
- Section 310A. State Advisory Councils

Part B—Education and the Handicapped

- Section 614. State Entitlements
  - "Section 611. Grants to States for Education of Handicapped Children"
  - "Section 612. Allocations of Appropriations"
- Section 615. Additional State Plan Requirement

Comprehensive Employment and Training Act of 1973
PL 93-203

Title I—Comprehensive Manpower Services

- Section 101. Description of Program

Section 105. Conditions for Receipt of Financial Assistance
Section 106. Special Provisions Relating to State Prime Sponsors

Title II—Public Employment Programs
Section 201. State of Purpose
Section 205. Applications

Title III—Special Federal Responsibilities
Part A—Special Target Groups
Section 301. Special Manpower Target Groups
Section 302. Indian Manpower Programs
Section 303. Migrant and Seasonal Farmworker Manpower Programs
Section 304. Youth Programs and Other Special Programs

Title IV—Job Corps
Section 407. Job Corps Centers
Section 408. Program Activities
Section 411. Community Participation
Section 412. Counseling and Job Placement

Youth Employment and Demonstration Projects Act of 1977
PL 95-93

Title II—Youth Employment and Demonstration Programs
Section 201. Youth Projects and Activities Authorized
  "Section 342. Programs Authorized"
  "Section 348. Secretary's Discretionary Projects"
  "Section 353. Special Conditions"

Education for All Handicapped Children Act of 1975
PL 94-142

Section 5. Assistance for Education of All Handicapped Children
  "Section 612. Eligibility"
  "Section 613. State Plans"
  "Section 614. Application"
  "Section 618. Evaluation"

CHAPTER 5

Special Populations

Louise Vetter

While the intent of vocational and career guidance over the years has been to provide comprehensive career guidance programming for all individuals, it has become apparent that special attention must be paid to the needs and problems of some specific groups of people. Specific groups that are singled out for attention in PL 94-482: bilingual, correctional populations, disadvantaged, out-of-school individuals, rural populations, and sex fairness concerns for both women and men.

Focus on special populations shows up primarily in Title II of PL 94-482. However, guidance personnel who are working with special populations can probably find ways of helping the specific special population through Title III—"Extensions and Revisions of Other Education Programs," which includes Part C—"Career Education and Career Development" and Part D—"Guidance and Counseling."

Descriptions of special populations and specific mentions of special populations in Title II—"Vocational Education" are indicated in Table 1 and detailed below.

Bilingual

The problems of people who do not speak English as a native tongue in educational programs, in finding and holding jobs, and in progressing through their careers have led to legislative language supporting special guidance programming for such people. The major group of people involved is Spanish speaking; however, the recent influx of Vietnamese refugees would also be included as well as other groups who learn English as a second language.

Table 1
Special Population Focus

PL 94-482					
Special Population	Title II				
	Section*				
	131	132	133	134	135
Bilingual		●		●	●
Corrections				●	
Disadvantaged		●			
Out-of-School Individuals				●	
Rural		●			
Sex Fairness Concerns	●	●	●	●	●

*Section 131—Research
Section 132—Exemplary and Innovative Programs
Section 133—Curriculum Development
Section 134—Vocational Guidance and Counseling
Section 135—Vocational Education Personnel Training

Section 132. Funds available to the States may be used for the support of exemplary and innovative programs, including programs of effective vocational education for individuals with limited English-speaking ability.

Section 134. Funds shall be used to provide vocational guidance and counseling for persons of limited English-speaking ability.

Section 135. Funds may be used for programs or projects to train or retrain counseling and guidance personnel to meet the special needs of persons with limited English-speaking ability.

Correctional Populations

The problems faced by offenders, both youth and adults, in finding ways to support themselves lawfully when they are released from a correctional institution, have not been very successfully dealt with in the past. The recidivism rate has troubled a great many people and attempts to cope with this concern have led to the following legislative language related to guidance.

Section 134. Funds shall be used to provide vocational and educational counseling for youth offenders and adults in correctional institutions.

Disadvantaged

Persons who have more trouble than the average in progressing through educational and career development, such as those with academic, socioeconomic, or other handicaps, have been singled out for special legislative concern. High unemployment rates for youth (and especially minority youth) and for unskilled persons have led to the following legislative language related to guidance.

Section 132. Funds available to the States may be used for support of exemplary and innovative programs, including such programs as those designed: (a) to develop high quality vocational education programs for urban centers with high concentrations of economically disadvantaged individuals, unskilled workers, and unemployed individuals, and (b) to broaden occupational aspirations and opportunities for youth, with special emphasis given to youth who have academic, socioeconomic, or other handicaps.

Out-of-School Individuals

While there is some overlap in the legislative language for this special group with the disadvantaged group, the major focus here is on adults who, because of the changing economy or changing personal needs and interests, need guidance interventions to continue to progress through their lives. Given the current situation, where many people will be moving through four or five major changes in career focus during their lifetimes, this legislative language provides support for guidance efforts in aiding such individuals.

Section 134. Funds shall be used for the establishment of vocational resource centers to meet the special needs of out-of-school individuals, including individuals seeking second careers, individuals entering the job market late in life, handicapped individuals, individuals from economically depressed communities or areas, and early retirees.

Rural Populations

Problems caused by the decline in job opportunities in rural areas and by the limited number of occupations available to people in sparsely populated areas have led to legislative concern. Guidance personnel should be involved in programs for training opportunities indicated in the legislative language below.

Section 132. Funds available to the States may be used for the support of exemplary and innovative programs, including programs designed to develop training opportunities for persons in sparsely populated rural areas and for individuals migrating from farms to urban areas.

Sex Fairness Concerns

The problems of sex bias and sex stereotyping in education and in careers have been singled out for a great deal of concern. Given the current situation where women, on the average, earn 57 percent of the money men earn and where women workers are concentrated in a very limited number of occupations while men have a greater variety of options, much of the "sex fairness" concern is concentrated on women's issues and problems. However, our society has also stereotyped men in terms of careers and these concerns are also covered in the legislative language.

Section 131. Funds available to the States may be used for experimental, development, and pilot programs and projects designed to test the effectiveness of research findings, including programs and projects to overcome problems of sex bias and sex stereotyping.

Section 132. Every contract made by a State for the purpose of funding exemplary and innovative projects shall give priority to programs and projects designed to reduce sex stereotyping in vocational education.

Section 133. Funds available to the States may be used for the development of curriculum and guidance and testing materials designed to overcome sex bias in vocational education programs, and support services designed to enable teachers to meet the needs of individuals enrolled in vocational education programs traditionally limited to members of the opposite sex.

Section 134. Funds shall be used to provide vocational guidance and counseling training designed to acquaint guidance counselors with (a) the changing work patterns of women, (b) ways of effectively overcoming occupational sex stereotyping, and (c) ways of assisting girls and women in selecting careers solely on their occupational needs and interests, and to develop improved career counseling materials which are free.

Section 135. Funds may be used for programs or projects which provide in-service training for vocational education teachers, guidance, and other staff members, to overcome sex bias in vocational education and guidance programs.

CHAPTER 6

Special Guidance Program Linkages

Deborah Coleman

Public Law 94-482 takes the context of guidance and counseling beyond the interaction of person and the education institution to that of broker between the individual and the variety of social agencies which potentially offer services to that person. In addition, guidance and counseling goes beyond being a conciliatory or mediating function and assumes a role in promoting new programs and reaching into the community to identify clients. The content of the counseling function itself is expanded to include a variety of personal needs ranging from family counseling to individual career counseling. In essence, counseling is conceived of as an integral process in the continuing development of the individual and in the reformation of social services.

Just as the counseling function is seen as a part of persons and institutions, continued retraining of counselors becomes an integral part of the counseling function. In-service and preservice training relates to new goals of counseling, new clients and new techniques.

A summary of the significant sections of PL 94-482 which relate to the extended role of guidance and counseling follows.

Title I, Part B, Lifelong Learning. Section 133. This section makes the counselor a link between the classroom and the work-place and other community sectors. Specifically, it provides for the development of new techniques and systems of guidance and counseling for adults, seeking employment or education, workers seeking improvement in work, and persons needing to develop counseling skills. As a part of this function, programs in business, labor, education, and community agencies are to be coordinated.

Section 124 provides funds for special services to disadvantaged youth and for supplementing the ability of the institution to serve the students. Supplementing existing education related services extends the guidance function to that of matching community resources, health services, and employment opportunities to student needs.

Title I, Section 418, Educational Information. In this section, guidance and counseling is conceived as a community service available to all persons within a geographical area. Matching persons' career needs to learning opportunities includes searching-out persons who can benefit from continued education or training, and linking them to the many diverse forms of learning opportunities available in schools, labor organizations, businesses, or community centers.

Title II, Section 106. Again makes the guidance function that of coordinating vocational education agencies, manpower programs, and employers.

Title II, Section 120. This section provides grants specifically for work study, cooperative education, placement, industrial arts, and support services to women entering non-traditional jobs.

Title II, Section 130 calls for projects to demonstrate improved methods of involving public and private sectors in providing programs to serve a geographic area.

Section 133 provides for guidance and testing materials as well as support services designed to help overcome sex bias in vocational education programs.

Section 134 calls for counseling for children, youth, and adults regarding vocational options. It also provides for training counselors to acquaint them with changing patterns of work and ways to overcome occupational stereotyping. Client groups include offenders and adults in correctional institutions and non-English speakers, handicapped individuals, and early retirees.

Section 150 provides for instruction, programs, and activities covering the full range of family concerns. Consumer education, food and nutrition, home management, and child development are some of the specific funding areas. Programs can be provided for children, youth, and adults.

Several sub-items of the section relate specifically to the changing social roles of men and women. Funding is provided for programs and activities which help men and women combine roles of worker and female members. Programs to eliminate sex stereotyping in employment is another area covered in this section.

A third group of items calls for the field of home economics to reach out into the community to serve the needs of aged, handicapped, disadvantaged, and other special needs groups.

Section 172 provides for continued training and development of personnel in vocational education including counselors. Recipients need to have experience in vocational, industrial or military training and attend an educational program which provides counseling as a support service.

Section 187 recognizes the particular needs of bilingual persons and provides for preservice training of counselors to work with bilingual persons.

Section 202 substantially broadens the definition of industrial arts education programs to mean those education programs "(A) which pertain to the body of related subject matter, or related courses, organized for the development of understanding about all aspects of industry and technology, including learning experiences involving activities such as experimenting, designating, constructing, evaluating, and using tools, machines, materials, and processes and (B) which assist individuals in the making of informed and meaningful occupational choices or which prepare them for entry into advanced trade and industrial or technical education programs."

Title III, Section 333. Career Education and Career Development. This section establishes the purpose of career education. It suggests cooperative linkages among subject matter classrooms, community agencies, industry, business, and labor.

Section 334 specifies the use of funds for career education to include training programs for counselors, fostering cooperating arrangements with community groups and agencies, and doing an inventory of available resources.

Section 335. This section, entitled Career Information relates to several information and communication functions of counseling for career development. These include collecting, storing, analyzing and disseminating factual information about career opportunities, analyzing career trends and the conduct of various forms of public information meetings. The latter includes inservice workshops for counselors.

Section 341. Guidance and Counseling. This section explicitly states the need for counseling as a component in the educational process and for coordination of the function among federal and local programs. It further calls for better preparation of those in the counseling profession to increase their effectiveness in working with business and industry.

Section 342 provides funds for leadership programs to strengthen and expand counseling services in elementary and secondary schools. This could include a wide variety of professionals and para-professionals who will play leadership or support roles in guidance.

Section 343 provides an administrative unit within the federal education division to promote coordination of guidance and counseling activities with all other education and public services programs.

Section 344 provides grants for programs to improve the qualifications of counselors especially by having experience in business, industry, and other occupations. Further it provides for using persons with experience in these other sectors as counselors to students and advisors for counselor training.

As demonstrated in the sections of 94-482 summarized above, guidance and counseling appears both as an explicit function and as an unstated but implied function. As an explicit function guidance and counseling is asked to develop new techniques and systems to link the individual with work, the disadvantaged with resources, and the learner with educational opportunities. In each of these situations, guidance and counseling necessarily includes anticipating needs, defining problems, and identifying resources.

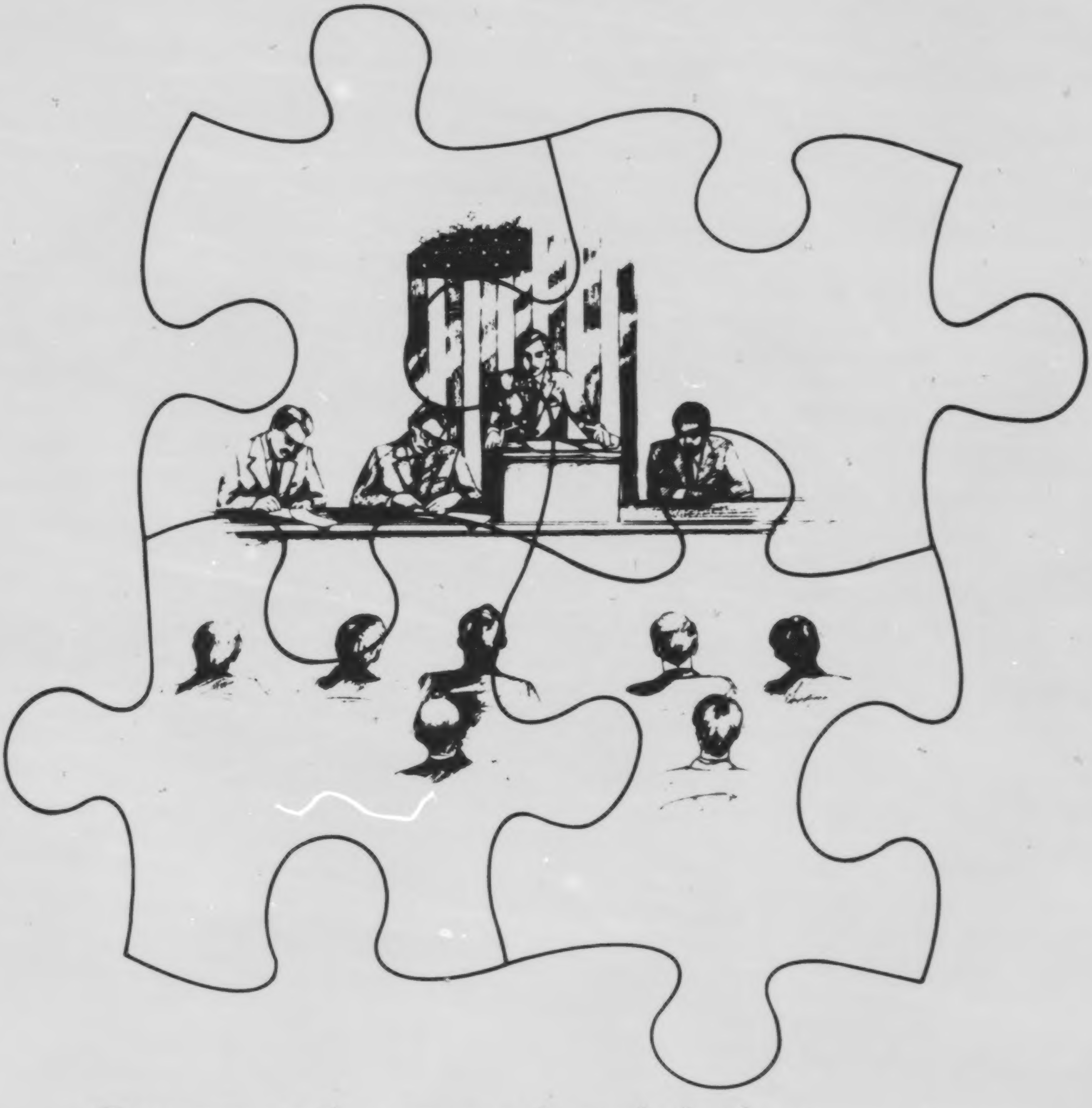
The implied functions of guidance and counseling are best illustrated through the new and expanded role given the vocational areas of home economics and industrial arts. For example, the vocational area of home economics is asked to become an educational and a support service to the family as a unit and to members of the family. Here the skills of the counselor will be needed in assisting individual family members to combine their roles outside of the home and inside of the home. The counselor will also be important in helping family members cope with changing social roles which impact upon family activity.

The skills of the counselor as a broker of social services is also called upon in this section. Those families and family members who have special needs (aged, disadvantaged, handicapped) are to be matched to community social services. In a slightly different fashion, a counseling function is called upon to assist in breaking down sex stereotyping in employment thus opening opportunities for men and women.

In a similar fashion the expansive and wholistic definition of industrial arts requires counseling as one component of a total program. For example, in including all education programs which are organized for understanding business and industry, the definition allows for career awareness and career counseling activities. An even more direct mandate for guidance and counseling appears in the request for programs which "assist individuals in making informed and meaningful occupational choices."

In summary, PL 94-482 asks that guidance and counseling develop as one component of a given curriculum, as an ongoing support for the individual and as a link among programs, individuals, and agencies.

Part III



Perspectives on Legislative Process and How to Influence It

CHAPTER 7

Influencing the Legislative Process: An Overview

James M. Bagby

The purposes of this chapter are to explain the basics of the legislative process, to identify points within that process where it may be influenced by concerned citizens, and to suggest appropriate means by which influence may be exerted.

Knowledge of the legislative process is essential to effective attempts to exert influence on legislation. The legislative process is described in most elementary government textbooks. Knowledge of this formal process alone is insufficient, although necessary, in order to influence legislation. Knowledge of the complexities of political negotiations, awareness of the role of compromise, and expertise in the subject included in the proposed legislation are as essential to effective legislative influencing as is knowledge of the formal legislative process. This chapter treats both the formal and informal processes.

National and State Similarities

National legislation is enacted by the Congress, approved by the President, and subject to interpretation by the federal judiciary. The Congress consists of two houses: the House of Representatives and the Senate. A proposed law must be passed by both houses. The process by which a bill moves through these legislative houses and becomes a law is described below.

The legislative process in the states parallels the national process. (An exception is Nebraska, which has a one-house legislature. Even there, the procedure by which a bill moves through that house is similar to the process described for either house of Congress.) Although a state may have different committees, or may prescribe a formal legislative process which deviates in minor aspects from the national process, the essential mechanism by which a bill becomes state law is the same as the national process.

Formal and Informal Aspects of the Legislative Process

The legislative process may be viewed as consisting of formal and informal components. The formal aspect of the process is the legal procedure by which laws are enacted. The informal aspect consists of background work necessary to get a bill introduced into the formal process, the negotiations necessary to advance a bill through the legislative network, and the activities appropriate to elicit votes needed for ultimate passage of a bill.

The Formal Process

The formal process by which a bill becomes a law is shown in Figure 1. Points along the process where influence can be exerted most effectively are noted.

The formal process is established by law. It is essential that individuals or groups intending to influence legislation know well this process. The formal process is the framework within which the informal process functions. All efforts to influence legislation are directed ultimately toward effecting desired outcomes as a bill moves through the formal process. The desired outcome is to gain a sufficient number of votes to assure passage of a bill at each critical step in the process. (It may be noted that in some cases, the favorable outcome may be to kill an undesirable bill or a portion of a bill. Efforts to exert influence toward this end are similar in nature to those for promoting passage of a bill. Examples in this chapter, however, are expressed from the point of view that the desired outcome is passage of a bill.)

After an idea for legislation is drafted into statutory language and format it becomes a bill. The bill enters the formal process when it is submitted to the clerk of the House of Representatives or to the Secretary of the Senate. The bill must be read three times before the legislative house considering it. After the first reading, by title only, the bill goes to committee for study, public hearings, and approval. Bills of greatest interest to the education community are likely to be referred to the House Education and Labor Committee, the House Appropriations Committee, the Senate Appropriations Committee, and Senate Human Resources Committee. Also, the respective Budget Committees of each house are of apparent interest to educators.

Sub-committees of the Senate Human Resources Committee which are likely to receive bills related to education issues are the Senate Sub-committee on Employment, Poverty and Migratory Labor, and the Senate Sub-committee on Education, Arts and Humanities. Education bills received by the Senate Appropriations Committee are referred to the Senate Labor, Health, Education and Welfare Appropriations Sub-committee. The House Education and Labor Committee refers bills to the House Sub-committee on Elementary, Secondary and Vocational Education, and to the House Sub-committee on Manpower, Compensation, Health and Safety. The House Appropriations Committee refers education bills to the Sub-committee on Labor, Health, Education and Welfare.

Committee and sub-committee treatments of a bill are critical. A committee can ignore the bill and thus let it die, or at the other extreme, the committee can functionally approve the bill and return it to the full house for subsequent debate and vote. Education bills are of sufficient importance and general interest that neither extreme action by committee is likely. Efforts to influence legislation must give attention to the committee function in the legislative process.

After approval by committee, the entire bill is read before the full house after which it is subject to debate. The final vote by the house is taken after the debate and the third reading. If the bill is passed by one house, it is sent to the other house where it follows a similar procedure. (A bill can be introduced simultaneously in both houses and proceed concurrently through each.) After approval by both legislative houses, a bill is sent to the President (or, in states, the governor) for his/her signature. Efforts to influence legislation should give attention to the possibility that a sufficiently controversial bill may prompt executive veto. In this case, efforts may be made to influence legislators in order to gain votes necessary to override the veto.

The Informal Process

The informal component of the legislative process consists of those actions and negotiations necessary to muster sufficient support to assure passage of a bill at critical points within the formal

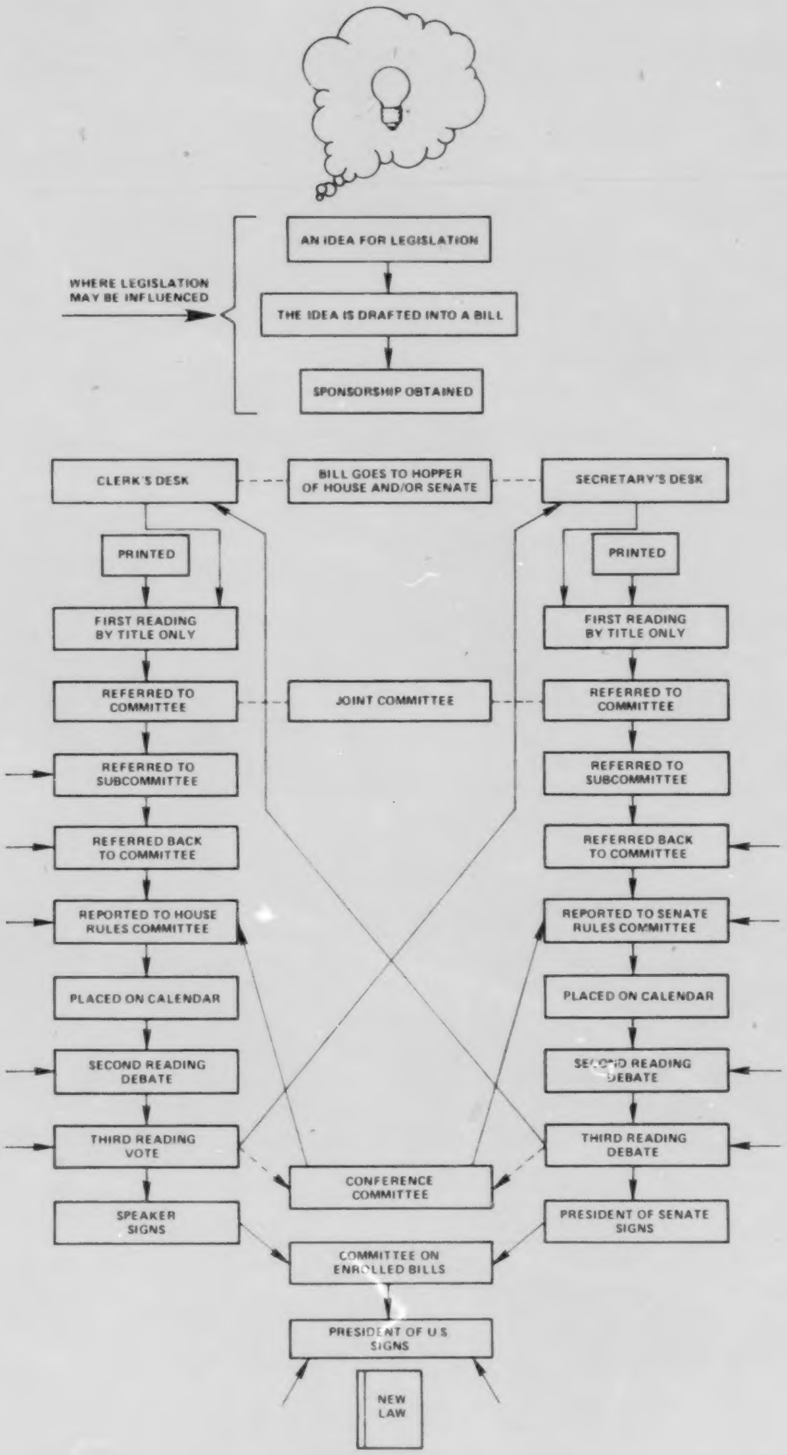

AN IDEA FOR LEGISLATION
WHERE LEGISLATION MAY BE INFLUENCED
THE IDEA IS DRAFTED INTO A BILL
SPONSORSHIP OBTAINED
CLERK'S DESK
BILL GOES TO HOPPER OF HOUSE AND/OR SENATE
SECRETARY'S DESK
PRINTED
PRINTED
FIRST READING BY TITLE ONLY
FIRST READING BY TITLE ONLY
REFERRED TO COMMITTEE
JOINT COMMITTEE
REFERRED TO COMMITTEE
REFERRED TO SUBCOMMITTEE
REFERRED TO SUBCOMMITTEE
REFERRED BACK TO COMMITTEE
REFERRED BACK TO COMMITTEE
REPORTED TO HOUSE RULES COMMITTEE
REPORTED TO SENATE RULES COMMITTEE
PLACED ON CALENDAR
PLACED ON CALENDAR
SECOND READING DEBATE
SECOND READING DEBATE
THIRD READING VOTE
THIRD READING DEBATE
CONFERENCE COMMITTEE
SPEAKER SIGNS
PRESIDENT OF SENATE SIGNS
COMMITTEE ON ENROLLED BILLS
PRESIDENT OF U.S. SIGNS
NEW LAW

Figure 1
The Federal Legislative Process

legislative process. It is this component which directly involves lobbyists, pressure groups, and other groups possessing strong interests in influencing legislation. If there is any major point that the reader of this chapter should carry away, it is that the legislative process is highly permeable. It can be influenced by individuals and groups who provide effective information to legislators and to their staff members. The formal process provides an order and structure to the legislative process but the informal mechanisms give vitality, compromise, and substance to this legislative flow.

The informal process is not clearly defined as is the formal process. In fact, the legislative component identified here as the informal process may be challenged as a process in deference to identifying it as a set of unsequenced actions. The nature of these actions is dependent upon situations and the personalities and idiosyncracies of critical actors. Whether a process or a loosely defined set of actions, this aspect of efforts to influence legislation is signficant.

Exerting influence on legislation is directed toward three major activities. First, proposed bills must incorporate provisions acceptable to a group. Second, bills must be monitored as they move through the procedure to assure that they are not unacceptably amended. And, third, votes necessary for passing the bill must be commandeered.

Sparks of ideas for legislation emanate from many sources: legislators and their staffs, the Executive through the President, lobbyists, special interest groups, other citizen groups, and individuals. Only legislators, however, may introduce or sponsor legislation.

Authors of potential bills need information. Government agencies such as the Office of Education are an immediate source. Key groups such as professional organizations may be contacted for their suggestions. Such groups may offer unsolicited information supportive of their cause. The sponsor of a bill wants it passed and recognizes that the greater the initial support of key groups the more likely the bill will be passed. It is important for groups and individuals to get their desires incorporated initially into the bill.

After the bill is introduced, its contents must be monitored as it passes through the formal process to see that amendments, if any, are favorable. Likewise, this step in the process affords opportunities for groups to promote amendments which may increase the favorability of the bill to them.

Although all legislators have an opportunity to vote on each bill, legislators specialize in certain segments of governance. For example, some concentrate on foreign affairs; some, on budget concerns; some, on education. This last group may be identified as "friends" of education. An early step in efforts to influence legislation is to identify the "friends." These are the legislators who possess greatest interest in and are most knowledgeable about education legislation. Also these legislators are most likely to sponsor education legislation.

Other key legislators are those who serve on committees and sub-committees to which education legislation is referred. Bills can die in committee. It is essential, therefore, to have support of committee members if a bill is to reach the full chamber for consideration. It is likely that committees and the group of friends contain many of the same members. Committee members and friends are key groups through which to influence favored legislation, but every legislator's vote is potentially favorable. Few legislators, therefore, should be discounted initially.

The degree to which legislators support a given bill may range from strong support to strong opposition. Efforts to influence legislation should include all legislators regardless of their degree of support. Strong advocates of the bill need the help and encouragement of interested groups.

Efforts should be made to minimize the influence of strong adversaries. Legislators whose support falls between the extreme positions should be treated the same as the extremists: nurture their support; minimize their opposition.

Interacting with legislators is a two-way endeavor of mutual benefit to the legislators and to the individuals or groups who seek to influence legislation. The legislators need support of groups and individuals to gain and maintain votes among their constituencies. They need group endorsements and opportunities to communicate with masses of people. Likewise, groups seeking to influence legislation need sympathetic spokespersons in the legislature and, ultimately, the votes of legislators. Team work can be mutually rewarding.

When the legislation comes to final vote, every legislator in the house has an opportunity to cast his/her vote. If influence exertion has been effective, the majority of votes will be cast for the favored position. This effectiveness is dependent upon a well organized effort on behalf of the legislation. Influencing members of Congress is a nationwide effort; influencing state legislators, statewide. A group seeking to influence legislation must organize its campaign from the grass roots. Time and effort spent on organization and management are investments which can reap valuable returns. Without these investments the campaign may be doomed to failure.

Efforts to influence legislation will focus on two activities: (1) conveying to legislators information supportive of the desired outcome, and (2) expressing opinion about legislation. The information must be accurate and should logically support its target position. The opinions are just that—people's opinions. But legislators are sensitive to public opinion, particularly if there is widespread agreement.

A plan of action to participate in the informal legislative process must include how the plan will be implemented with legislators as well as what will be done. The following "rules" are presented to alert authors of such plans to some prime concerns.

- Know the content of proposed legislation, including major arguments pro and con. Be an expert on the issue.
- Know the committee and sub-committee members who will consider the legislation. How do they stand on the issue? How is the legislation significant to their constituency? What specific provisions of the legislation have particular appeal to each committee member?
- Know critical points in the formal legislative process where influence exertion is most effective.
- Know key legislators, in addition to committee members, who are very likely to support the favored position.
- Identify undecided legislators who may be more susceptible to supporting the favored position.
- Keep a roster of current positions taken toward the legislation by each legislator.
- Monitor changes in positions by legislators. Remember, opponents may be attempting to exert influence also.
- Provide accurate information (not deceptive propaganda) which supports the desired position and/or refutes opposing arguments.

- Generate grass roots support by contacting members of organizations interested in the proposed legislation and support the favored position.

- Provide individuals with information needed to write letters of support to legislators.

- Provide public forums for legislators who support the desired outcome.

- Maintain ongoing contacts with legislators rather than call upon them only when their help is needed.

- Recognize that there are legitimate differences of opinion and respond reasonably to differences.

- Commend legislators for favorable actions.

- Recognize the role of compromise in the legislative process. A legislator usually supportive of education may feel it necessary at times to compromise his/her position on a specific bill in order to gain support for other bills of greater longterm significance.

- Express opposition to legislation, not to legislators.

- Support the legislator who has advanced the favored position. Never abandon a legislator by changing policy midstream.

- Recognize that not all bills placed in the hopper are intended to become laws. Wait to see that the bill is a serious legislative proposal before criticizing its sponsors or mustering strong opposition.

- Trust legislators. The post-Watergate disillusionment should not be indiscriminantly applied to legislators.

- Interact with legislators in a fair, objective, and understanding manner. Recognize their roles, constraints, and goals. Gaining respect from legislators is a significant step toward effective legislative influencing.

- Establish mutual trust by responding to reasonable requests from legislators and by fulfilling commitments made to them.

CHAPTER 8

A Legislative Primer: A Short Course in Understanding Congress

Nancy Pinson*

I. Formal and Informal Power in Both Chambers

Formal leadership falls under the purview of the Majority Leader in the Senate (Byrd), and the Speaker of the House (O'Neill). But much of the real power lies in the hands of those next in line; e.g., the Majority Floor Leader in the House (Wright), the Majority Party Whips (Senate: Cranston; House: Brademas), and in each chamber, the Minority Leaders and the Minority Whips (Senate: Baker and Stevens; House: Rhodes and Michel). Each of these individuals is a swing agent, capable of bringing (or delaying) a bill's introduction to the "floor." They also can influence the speed with which a bill moves through committee and into conference.

The Young Democratic Caucas in the House is growing in power, has successfully removed three (entrenched by seniority) Chairmen, and has changed rules for assigning members to Committees. Members are now appointed by the Democratic Steering and Policy Committee. The Senate has developed a similar mechanism which will permit 25 percent of the majority party members to request a secret ballot to "remove ineffective chairmen." At present, the Senate's Committee on Committees makes committee assignments through its elected chairman. Senate Democrats, like House Republicans, make committee appointments on geographical distribution criteria. Note that the current Congress will drastically reduce its number of committees, thus increasing individual responsibilities of its members.

Informal power is growing in the process of caucas, articulate study groups, and research groups who regularly publish their positions on current issues. Among the most influential are: the Democratic Study Group, the Wednesday Group, the Black Caucas, the Environmental Study Caucas, and the Republican Conference Committee. These reports serve as the best indicators of Congressional climate and pulse, and may be obtained or located by contacting committee staffers. (It should be noted that these groups are also influenced by increasingly vocal interest groups. See below.)

II. The Path of Legislation

A. *Classification of Legislation*

Only two forms, *Bills* and *Joint Resolutions,* ever achieve the full force of law: through progress from both chambers, to consensus, to the President for signature. *Concurrent*

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*The editors take the responsibility for publishing this chapter without the expressed permission of its author.

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Resolutions and Simple Resolutions are basically internal "comment" or restructuring devices. (There are questions as to the constitutionality of concurrent resolutions which, as the Tonkin Gulf resolution did, may become ineffectual when action upon them could have been indicated.)

B. *Origin of Legislation*

With the exception of national or international crises requiring emergency legislation, Congress has traditionally served as the "modifier" or conduit for the Executive Branch's proposals to amend, extend, or repeal existing federal programs. While this function still exists, the last decade has shown a marked increase in the number of bills generated outside of the bureaucracy. In the area of education, for example, it is not uncommon to find that proposed legislation originated within one (or several) interest groups, was successfully defended to a receptive Senator or Representative, and which subsequently appeared in that chamber's "hopper" with additional co-sponsors. Another observed trend is that of the increasingly sophisticated Congressional staff member who seeks "expert" help from those interest groups in order to give substance and credibility to the proposed legislation.

C. *Presidential Options*

Traditionally, the President is most influenced by OMB judgment secured earlier or the economic feasibility and justification for the measure reaching his desk. (The "administrative" version of any bill will necessarily be more parsimonious in its budget than is the Congressional version, however responsive it may appear to be emotionally weighted or "motherhood" issues reflected in the measure.)

The Chief Executive's veto of a measure within the ten day period following its receipt can of course be overriden by a two-thirds Congressional majority. On the other hand, a "pocket-veto" finds the President "blameless" if Congress adjourns during that ten-day period. (The measure dies without a formal veto if this occurs.)

Conversely any bill becomes law *without* the President's signature if he does not respond within the ten-day period and Congress is in session.

III. How Senate and House Bills Are Brought Together

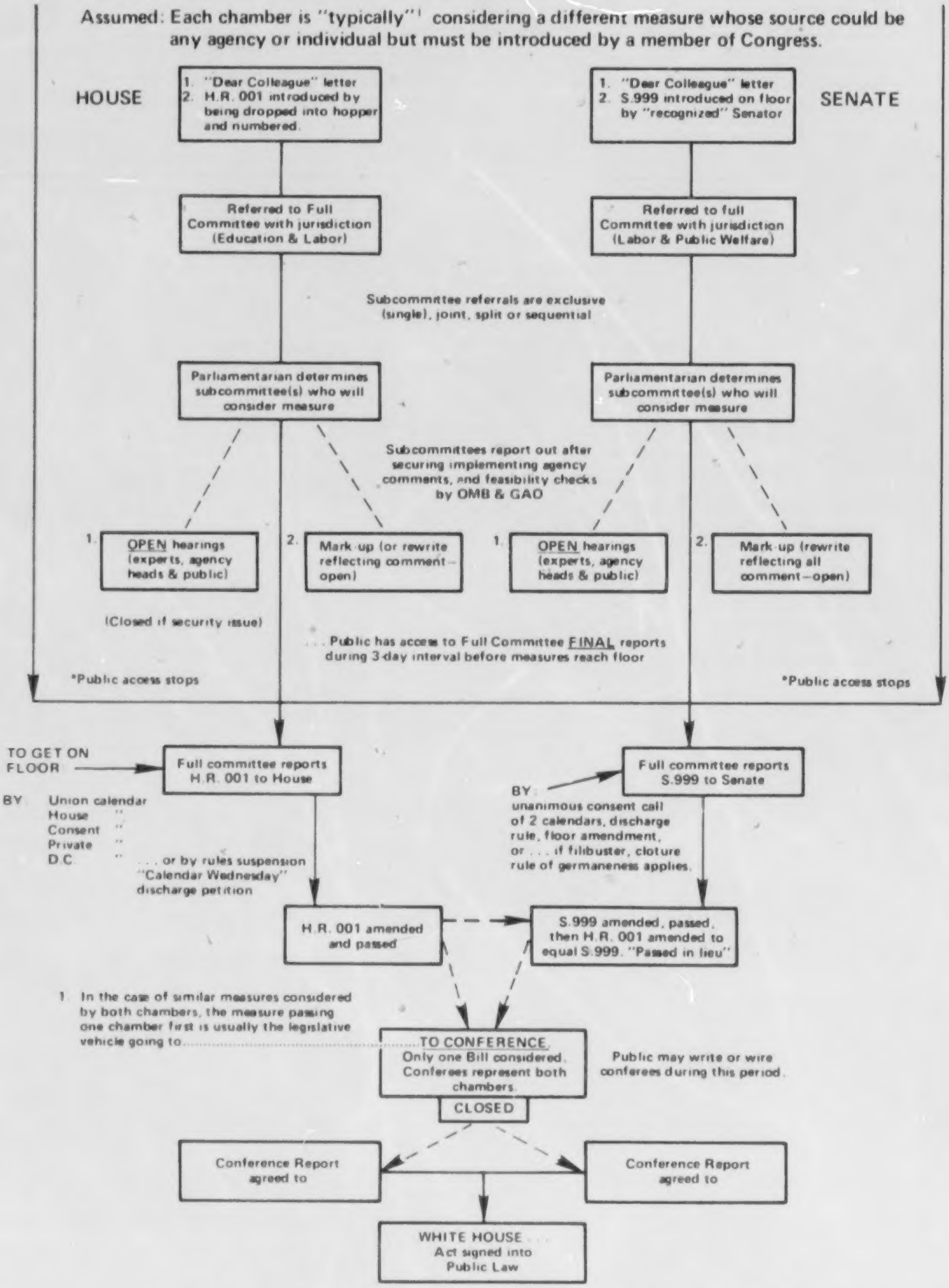
A. Either chamber will either concur with the other chamber, amend its version, or request a "conference" prior to that legislation's entry into the formal and final conference session with both chambers.

B. Committee staffers in both chambers try to iron out differences in advance by selecting conferees who are (1) expert on the topic, and (2) represent each chamber's majority view on the measure.

C. Conferees are charged to work out areas of disagreement and to seek middle ground.

D. Because the single Conference Report cannot be amended, deadlock could cause a given Bill to die in conference. If partial agreement is reached, a compromise Bill could be submitted. When there is deadlock or if the "issuing" chamber rejects the Conference Report, conferees are discharged. New members may or may not be appointed, depending largely upon the weights of public opinion and Congressional priority.

B. THE PATH OF LEGISLATION: AN EXAMPLE*


Assumed: Each chamber is "typically"[1] considering a different measure whose source could be any agency or individual but must be introduced by a member of Congress.

HOUSE
1. "Dear Colleague" letter
2. H.R. 001 introduced by being dropped into hopper and numbered.
SENATE
1. "Dear Colleague" letter
2. S.999 introduced on floor by "recognized" Senator
Referred to Full Committee with jurisdiction (Education & Labor)
Referred to full Committee with jurisdiction (Labor & Public Welfare)
Subcommittee referrals are exclusive (single), joint, split or sequential
Parliamentarian determines subcommittee(s) who will consider measure
Parliamentarian determines subcommittee(s) who will consider measure
Subcommittees report out after securing implementing agency comments, and feasibility checks by OMB & GAO
1. OPEN hearings (experts, agency heads & public)
2. Mark-up (or rewrite reflecting comment – open)
1. OPEN hearings (experts, agency heads & public)
2. Mark-up (rewrite reflecting all comment – open)
(Closed if security issue)
. . . Public has access to Full Committee FINAL reports during 3-day interval before measures reach floor
*Public access stops
*Public access stops
TO GET ON FLOOR
Full committee reports H.R. 001 to House
BY Union calendar
House "
Consent "
Private "
D.C. "
. . . or by rules suspension "Calendar Wednesday" discharge petition
Full committee reports S.999 to Senate
BY: unanimous consent call of 2 calendars, discharge rule, floor amendment, or . . . if filibuster, cloture rule of germaneness applies.
H.R. 001 amended and passed
S.999 amended, passed, then H.R. 001 amended to equal S.999. "Passed in lieu"
1. In the case of similar measures considered by both chambers, the measure passing one chamber first is usually the legislative vehicle going to
TO CONFERENCE. Only one Bill considered. Conferees represent both chambers.
CLOSED
Public may write or wire conferees during this period.
Conference Report agreed to
Conference Report agreed to
WHITE HOUSE . . . Act signed into Public Law

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IV. Important Terms and Procedural Changes

A. *A Clean Bill* . . . is the objective when a committee is considering several versions of the same measure. This Bill is given a new number and is the committee's best judgment of superior sections in all versions.

B. *"Oversight"* . . . literally, the *"sighting-over"* a jurisdiction by its committee. The implementing agency of a given law is evaluated as to its effectiveness in what are termed oversight hearings. For example, Congress would conduct oversight hearings on O.E.'s implementation of education-related law. (Oversight is now required of any committee of twenty or more members in the area of its jurisdiction. Moreover, any such committee must have at least four subcommittees to carry out its research and investigative functions.)

C. *"Important Legislation"* . . . Congressional priority is indicated by a number of factors; the power and influence of the Bill's sponsors and co-sponsors, the current prestige of committee jurisdiction and chairmanship, and the reputation of staffers in moving a measure through the legislative path.

D. *Public Law 33-344* . . . formed the Committee on the Congressional Budget (CBO) which gives Congress much greater control of federal spending. Taxing and spending are now coordinated under the ceiling of debt and revenue.

[Effective FY 77, Government's fiscal year began on October 1 of the prior calendar year, and the Director of the CB Committee (appointed by President Pro tem of the Senate and the Speaker of the House) will submit reports in April of each year during a four year tenure.]

(The Committee will also assume the function of preparing and delivering Congress' "State of the Economy" message.)

CHAPTER 9

Growing through Knowing
School Counselors Influencing Legislation
1978*

Introduction

It has become a matter of practical concern that the school counselor become involved in bringing about legislation which is supportive of the child in the public school system in this country.

The counselor must become an informed, effective change-agent in the legislative process.

By making use of the best techniques and resources available, the counselor will have an impact on initiating, monitoring, reacting to, and following-up legislation which affects the life of the student in the public schools.

This publication will present some of the ways that the counselor can gain the support of diverse groups and agencies in influencing legislation so that students will have better chances for improved education.

Public Relations

In a public relations role, the counselor practices the art of establishing effective communication between diverse groups and interests. It becomes the counselor's responsibility as a concerned, informed educator to obtain public support for guidance and counseling programs. More specifically, this statement made by Dr. Donald Bagin, Professor of Communications, Glassboro State College, reflects an immediate concern of the profession, "With the financial pressure on schools, administrators and board members are looking to see where cuts can be made. If guidance personnel fail to do a good job of letting people know what they are doing, they may not be doing it as the budget-cutting axe falls."

A public relations effort can begin at the school level. The counselor can orient teachers, administrators, students, office staff, cafeteria workers, everyone!

Legislators are more attentive to public relations efforts which center around an issue of concern. They are most apt to be impressed by a sound, systematic public relations approach:

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goals are set; presentations are well-planned; there are strategies for implementation and evaluation. It is important to provide lawmakers and their staff members with a position statement or a rationale. Also, they need to be made aware of broad basis for support of a particular issue. Counselors, seeking to bring about change through legislation, should involve community organizations, governmental agencies and citizens who express an active interest in education.

Support Groups

Establishing a power base is essential in giving impetus to an issue. One technique for expanding a power base is to enlist the support of other groups which share an interest in the issue. Such groups may or may not be directly involved in education. However, groups outside education often wield real influence over legislation affecting schools and children. These groups are viewed as not seeking personal gain, but as striving for ways to improve educational practices for students. Organizations with reputations for legitimate concerns for education include: the American Association of University Women, the League of Women Voters, the local, state and national Parent Teacher Association, Chambers of Commerce, Jaycees, Mental Health Association, and many others. These groups are seeking programs and causes to support. Take advantage of the opportunity!

It is also very important to combine efforts within the education community. This is no easy task; however, lawmakers and legislative staffs expect to hear a united view. One of the most frequent criticisms of education special interest groups is that "they never know *what* they want!" Legislators receive conflicting demands from school board members, administrators, supervisors, and teachers. Therefore it is imperative that the persons representing school guidance know *what* they are doing, *why* they are doing it and *can demonstrate* organized support for what they are doing!"

Legislative Process

In most states, legislation flows through two state houses, typically a Senate and a House of Representatives. Each house of the legislature acts on bills introduced by sponsors of the respective houses. Bills approved by a house of the legislature, go to the Governor for approval or veto. The Governor has a specified number of days to approve a bill. A bill may become law *with* the Governor's signature, within a specified time *without* signature, or it may be *vetoed.*

Bills are usually written in response to a need expressed by a special interest group (a professional organization, for example) or as a result of public sentiment and/or the personal feelings of the legislator. It is wise for an organization to utilize the services of a legislator "who believes in your cause." Quiz legislators directly. "Where do you stand on our issue? How do you feel about the issue?" Members of the legislature and their staff have extensive training and experience on the development of bills and their incorporation into the existing statutes of the state.

When the development of a legislative bill is undertaken by a member of the legislature, the interest group should ask for a staff aide from the legislative office to be assigned to work with the special needs and concerns of the interest group. Legislators, in most cases, do not develop their own bills and usually delegate staff aides to draft bills and do research. The aide should be briefed on the rationale, concerns, interests behind the concerns, the bill title and should be assisted in writing a summary of the bill.

Legislative bills usually start with a summary, or intent, and contain definitions of terminology used. They contain a main body of information: what the bill provides for, under what circumstances, an effective date and a final summary. Typically, legislators will read the summary statements for a first impression of the bill.

In order for a bill to move successfully through the legislative process, a companion bill should be introduced in the other house of the legislature. The legislative sponsor should assist in the selection of a co-sponsor in the other state house, someone who works well with the issue of concern. The legislative sponsor should be a person respected by state colleagues and should, ideally, chair the committee that hears the bill.

Once the bill has been filed for consideration, it is assigned by the leadership of the respective house committee. The state house leadership can sometimes be influenced to assign a bill to a particular committee. Bills which receive the committee approval are placed on the state house calendar for consideration by the entire house. Efforts to promote interest when a bill is on the floor should continue. Several thousand bills usually result in the passage of a few hundred laws in a short time.

It is wise for a back-up bill developed by different co-sponsors to be filed in both houses of the legislature. Should the primary bill fail, a back-up bill which addresses similar issues and concerns would provide a second chance during the session. Back-up bills may attract different support groups which could create different pressures on members of the legislature.

Work on the development of legislative bills should begin long before the legislation session begins. The close of one session of the legislature is a good time to prepare for the next session. This allows time for research, position development, and generation of support at the grassroots level.

Passage of legislative bills sometimes take two, three years, or longer. Special interest groups should not become discouraged about failure of a bill, but should keep the momentum going from year to year. Also, remember that during a session, a bill that has failed to pass could receive further consideration—under appropriate circumstances and pressures at a later time.

Communications

By Telephone

The telephone is a vital communication link. Not only should there be attempts to establish personal telephone contacts with individual lawmakers, efforts should be made to establish good telephone rapport with their immediate aides and the various committee staffs. Know the administrative assistants, the secretaries, the staff directors. These are the people whom the legislator relies upon for all kinds of information in making decisions about items of legislation.

Also, many special interest groups establish a "telephone tree" with their membership. For example, each member has five or more names to contact as quickly as possible. In a matter of hours, the total organization can be notified of legislative developments and the action that will be needed.

By Letter

Any written communication to a busy legislator should be timely, concise, well-organized, and accurate!

LETTERS–

- Write original letters. Form letters and petitions bearing many signatures usually have little positive effect.
- Write about one subject in each letter. Use local facts and figures. And, as appropriate, include pertinent supplementary information.
- Invite response by asking for the legislator's position on your issue or concern. Avoid intimidation, threats, pressure, etc.
- Send "thank-you" letters when the legislator has responded or become involved with your special interest.

FORMS OF ADDRESS–

To the President:
The President of the United States
The White House
Washington, D.C.
"Dear Mr. President:"
U.S. Senator:
The Honorable..........
Senate Office Building
Washington, D.C.
"My Dear Senator:"

U.S. Representatives:
The Honorable..........
House Office Building
Washington, D.C.
"My Dear Mr. ....:"
The Governor:
The Honorable..........
Governor of..........
State Capitol
State (name)
"My Dear Governor:"

State Senator:
The Honorable..........
State (name) Senate
The Capitol
State (name)
"My Dear Senator:"
State Representative:
The Honorable..........
House of Representatives
The Capitol
"My Dear Mr. ....:"

By Telegram

Western Union provides special rates for public reaction to legislative activities. Use of these options should reduce the cost of telegrams.

$2.00 Personal Opinion Message: A Personal Opinion Message consisting of up to 15 words can be sent to any public official. You are not charged for names and addresses. The delivery is the same day the message is sent.

$2.00 Mailgram: A mailgram containing up to 100 words can be sent to anyone. Included in the 100 words are all addresses and signatures. The delivery, by the postal service, is the day after the message is sent. Up to 100 additional words may be sent for $1.00 more.

$4.00 Night Letter: Night letters of 1 - 100 words are sent at night and arrive the next day at a reduced rate.

$4.75 Telegram: A straight telegram of 1 - 15 words can be sent immediately. Any telegram can be charged to a home telephone number.

At Group Functions

Extend invitations frequently to members of the legislative delegation to attend business, professional and social affairs of your counselor group. These occasions provide great opportunities for interaction between the special interest effort and the lawmakers. Often there is an informal atmosphere at these gatherings which encourages the exchange of ideas, opinions, and attitudes.

Be very precise when inviting a legislator to attend a function. Confer with the office staff, then send an invitation in writing, well in advance of the actual date. The letter of invitation must include:

- the time, place, approximate number of persons attending.
- the legislator's responsibility (speaker, reactor to questions, guest, etc.).
- if the legislator is to speak, give background information on the topic and group.
- whether the media has been asked to attend. (And, whenever possible, encourage the media participation.)
- whether it is a social event (in which case, spouses should be invited!).

By Personal Visit

During the Session—

As the legislative process "ebbs and flows," keep track of what members of the legislature, who are important to your interests, are doing. A visit to their offices or a letter supporting their actions on your legislative concerns as well as others will gain new avenues of communication for you.

Schedule an office appointment, then be punctual, courteous, and to the point.

Whenever you visit a legislative office, be sure to identify *who* you are, *what* your area of expertise is, *who* you represent, and *what* you want! Even if you do not meet with the legislator personally, leave material containing facts and data relevant to your position.

Follow up your visit with a letter making note of your meeting, acknowledging any assistance you received, and restating your purpose for the office call.

Again, it is important to maintain a good working relationship with each member of the legislative staff: aides, secretaries, clerks. They all have information and influence which may be helpful to you in a particular campaign.

Lobbyists

Lobbyists conduct activities to influence the passage, defeat, or modification of legislation. Typically, they are expert in the special interest they represent—business, labor, religion, education, government, and civil concerns.

Some lobbyists are professionals, employed by a particular company or organization for the single purpose of influencing legislation which affects that group. Others are retrained on a part-time basis to represent a particular group. Often the part-time lobbyist is a lawyer, a former legislator, or a public relations consultant and may have several different clients. Sometimes, the employees of a company or the members of an organization may also have responsibilities for monitoring legislation. Finally, many concerned citizens, exercising their constitutional rights, appear on their own behalf to persuade legislators on particular causes and issues.

The lobbyist is a technician, a consultant, and a manager. As a technician, the lobbyist develops legislative documents and tries to affect legislative movement. Further, the lobbyist acts as a consultant to help the client develop strategies for legislative matters. Finally, the lobbyist becomes the focal point for organizing a total public relations approach to legislation which concerns a particular client.

More specifically, the lobbyist:

- contacts key lawmakers to gain their legislative support.
- obtains sponsors for legislation.
- participates in drafting items of legislation.
- prepares research material for legislative matters.
- arranges for persons to give testimony before committees.
- strives to have bills sent to favorable committees.
- mobilizes other lobbyists or groups.

Using the Media

The effect of the media—newspapers, television, radio, motion pictures, magazines—is never minimized by an alert special interest group. Getting media coverage which is supportive of a special interest is a powerful ally in influencing legislation. Therefore, the successful lobbyists will establish an open, cordial, working relationship with reporters and commentators. Editorials, special reports, interviews, all of these keep an issue before the public. Legislators are sensitive to the impact of media coverage and the reactions it causes among their constituents.

A Media Checklist—Here are a few guidelines for dealing with the press—newspaper, television, or radio.

- Be honest. Answer questions about your area of responsibility. Don't speculate. Be willing to say, "I don't know," then offer to find out!
- Use precise language. Avoid education jargon. Speak and write so that the reporter fully understands your concerns and issues.
- Plan for news coverage. When appropriate, provide the press with advance notice in press releases or through information tips. Be available for follow-up information about a particular release or event.
- Regard the reporter as a professional also! Expect that the reporter will have a primary obligation to the general public and to the publisher of the news agency. Do not expect to make "off the record remarks." Do not withhold "public" information. Respond promptly to media inquiries, keeping in mind that reporters are usually meeting tight deadlines. Do not ask to see a story before it is published or broadcasted. Do not shuffle

reporters between sources; send them to the person who can give the best answer to their questions. Use other available media resources. When there are timely and worthwhile stories, contact your local or state information officer.

The Press Release—When preparing a press release, the following pointers should be considered.

- Prepare and distribute the statement before the occurrence or event.

- The release should be short, ideally fewer than 150 words. Only essential information should be included. Any additional information necessary for clarifying an issue will be asked by the reporter.

- Press releases should be typed, double or triple spaced format. Extra space should be left at the top, sides and bottom so that editorial changes can be made by reporters only on one side of the paper.

- Spelling, punctuation and capitalization should be correct. Spell all names correctly. Use full names and essential identification of all persons not well known to the public.

- Identify who made the press release and the circumstances surrounding the statement.

- In all information released to the media, be sure that all information is accurate, short and to the point. Half truths and false information could present questions of credibility for you and your association.

Testimony

You may be called upon to provide testimony to a legislative committee. The purpose of this hearing will be to obtain information. Legislators will want to know what you are asking for, and why, who will be effected and under what circumstances.

When Giving Testimony—Always identify yourself and give your credentials. It is important for others to know who you are and what you represent. Your work setting and background area of expertise should also be presented. It is wise to identify those who join in support of an issue. To say that you are joined in support of an issue by 300,000 PTA members, would carry more weight than just the support of 500 counselors in your association.

- Know something about the legislators before whom you are testifying. Know their names and how to spell them.

- Always appear before committee with data on hand, readily available. Do accountability studies to prove a need for what it is you want. Legislators deal in facts and "hard data" which justify their actions on the floor of the legislature.

- Bring "expert" witnesses with data to supplement other presentations on your special interests. Utilize support groups in testimony such as Parent Teacher Associations, League of Women Voters, education associations, and others.

- Written testimony should be short and concise. It should stay with the one issue, the bill in question, and should provide enough data so that there will be little question of the value of the bill. Have copies of your statement for each member of the committee. Usually a brief oral presentation accompanies a written statement. A summary page should provide a reminder of oral testimony for all members of the committee for future reference.

- Oral testimony usually requires that the person testifying register to speak "pro" or "con" on the issue and, sometimes, to indicate political party affiliation. The name of the organization you represent is usually requested.

- Speak, don't read. People who can't speak spontaneously, probably shouldn't be testifying!

- Be aware of what other testifiers have stated and don't repeat "old data."

- Be sure to emphasize the needs of school children and the benefits of your bill for the welfare of school children. Be factual and limit discussion to specifics only. Stay away from other issues. It is best to emphasize benefits for agency people as opposed to benefits for your professional colleagues directly.

- Keep in touch with staff aides in the sponsor's office, and with the sponsor directly to determine when a bill will be in committee. Ask whether or not written testimony is required.

- Attend hearings even if your presence is not necessary. Physical appearance denotes interest in your association's concerns and lends moral support to your sponsor.

- Don't be afraid to be a "boat rocker." YOU ARE THE EXPERT IN YOUR FIELD. Most legislators are not familiar with the details of your work and rely on your testimony for information. Generally, they are not professionally trained in education.

- Use a positive approach when dealing with legislators. Thank them for their interest in education and young people, and for any support they have given to your association's legislative program.

Bill Tracking

To keep track of the many bills introduced during a legislative session, the lobbyist must understand the legislative process and its information flow. Tracking bills puts the knowledgeable lobbyist in the *right* place, at the *right* time, with the *right* information!

- Learn the complicated rules of the legislative parliamentary process, thoroughly.

- Study the available documents on particular legislative staff operations.

- Maintain an updated file of pertinent bills and important staff analysis.

- Stay alert. Recognize the "timing" is essential to a successful lobbying effort. Repeatedly, the time factor for the lobbyist shrinks to minutes, even seconds, when expert knowledge of the process and its rules are imperative.

- Make use of all other available tracking systems. These might include:
  - Legislative on-line Computer Systems—Many state legislators have developed bill history data books. Information on bills can then be received through terminals.
  - Legislative History—Cumulative legislative bill records listed in book form by sponsor, subject and introduction order.
  - Legislative Hotline—A toll free number you can call for information or material about legislative activities.
  - Private Services—Privately printed records of each day's meeting, including all formal actions of legislation.
  - Agency Newsletters—Executive branch reporting of legislative offices from education's standpoint.
  - Calendars—Proposed agenda for daily legislative business.
  - Journal—Official record of previous day's proceedings, including roll calls on the floor. (These materials as well as free copies of legislative publications and bills are also very useful to citizen groups who are following particular bills. Local newspaper accounts of legislative activity are another good informal source.)
  - Identify other resources. Human resources are also invaluable in tracking legislation. Business and professional associates, personal acquaintances who are friendly to the issue, and other lobbyists all have information that may be helpful. "Grapevine movement" can usually be checked with legislative staff members.
  - Watch for "invisible" influences. While following the obvious route of a piece of legislation, the astute lobbyist also keeps informed about the ever present "invisible" activity. Here is where it is important to have established friendly contacts with key legislators and their staffs. The fate of a bill is often determined in "off-the-floor" action!
  - Know the cycle. Like other legislative processes, tracking is a cycle.

Therefore, the tracking process does not end with the enactment of legislation. As the policies are implemented within the community, they should be evaluated by those whom they affect. The results could create a need for change in existing law!

Part IV

State Level Administration of Federal Funding

CHAPTER 10

State Level Administration of Federal Legislation: One State's Approach

Dale Ake

One way to describe the state level administration of federal legislation is to use as an example how a particular state, in this case Florida, administers PL 94-482. Obviously, there will be some variation in the procedures identified from state to state. In general, however, the procedures followed are basic to state planning for the administration of federal legislation and any subsequent funding that occurs.

The first step to be taken when a state becomes aware that it will receive funding from a particular piece of legislation, such as PL 94-482, is the identification of target groups which will be affected. Information should be collected from the *Federal Register,* for example, on the legislative intent and coverage as well as the rules and regulations which have been developed to guide the administration of the funds. In this process, state level planners will identify those target groups which are eligible for coverage under the legislation and those which are of priority concern to the state. In the specific case of PL 94-482, universities and colleges, community colleges, and local school districts are each a major target group. In addition, populations served by adult education programs and by adult or youth correctional institutions would also be appropriate target groups.

When target groups have been identified, a next step would be to develop a planning committee composed of representatives from each such group. This planning group would determine the needs for guidance and counseling of each of the target populations they represent in terms of those programs and functions authorized by the legislation. Such information might be obtained through well planned and systematic informal or formal needs assessments. Using such approaches, needs assessment information pertinent to the identified target groups could be collected from many appropriate sources: professional organizations, instructional leaders, department of education officials, community agency personnel, professionals in student services sections, counselor educators, occupational specialists, counselors, teachers and others. Obviously, it is well to include a sample of those persons in a target group who will be directly affected by the legislation.

Once needs are identified, priority areas for funding should be established. The planning committee, using the priorities that have been established within the legislation itself and those identified as state needs, should draft a state plan for the expenditure of funds to become available. State planning consists of, as in the case of Part D of Title III of PL 94-482, developing a state plan for guidance and counseling. Each state has its own procedure for approving state plans. In Florida's case the plan must be approved by a planning council and the Department of Administration. The planning committee must follow the established rules that are required for all plans and projects. Examples of elements which must be included are: the attorney general's assurances, definitions, rationale, organization, physical support, needs assessment, target population, identifying the program functions, objectives and activities, organizational charts, etc. The essential parts of the plan are the development of a needs assessment, the identification of target populations such as local school districts, student services administrators, student services supervisors, university student service educators, student service professional organizations, student service practitioners, and federal, state, and community agencies that interface or function in conjunction with student services programs.

Another important area for the planning committee is the identification of program functions to be provided at the state level for the previously identified target populations. The functions which state-level staff might provide could involve technical assistance; collecting and disseminating information; providing leadership functions for program development; evaluation; reviewing and improving management practices of the student services section; securing staff development for student services personnel; and providing internal support. Basically the planning committee will develop broad categories of functions based upon the state's needs assessment.

Given the identified functions within the state plan, the committee needs to define specific objectives for which the available funds are to be used. In Florida, plans for the use of funds under Part D of Title III of PL 94-482 are based on a needs assessment which indicated the importance of providing leadership from the state level in the areas of guidance and counseling. These specified functions might be different for another state whose needs assessments suggest local guidance and counseling projects or some other priority.

Once the state-level leadership functions are identified, specific goals are developed. Examples would be providing technical assistance which emphasizes the team approach for providing guidance services to students, faculty, administrators, and parents. Activities might include conducting state, regional, or district meetings, working directly through consultation with identified target populations or corresponding with the target populations keeping them informed about the latest program practices and activities. Another example of providing technical assistance to districts could involve using this legislative handbook to help professional personnel implement federal and state laws and regulations as they relate to guidance services. An important activity might be to have state, regional, and district meetings with counselor educators, counselors, district supervisors of guidance, etc. using the handbook as the content for the meetings. Following such meetings, the state could provide direct consultation to an institution to help them plan expenditures of guidance funds or write project proposals. In such situations, state staff could assist them become familiar with the rules, regulations, and procedures for receiving funds. An evaluation of each of these activities would then need to be conducted to measure their effectiveness.

State planning for the administration of federal legislation will vary somewhat according to how the funds are distributed. Planning for funds that will flow through the state departments of education directly to the districts would be heavily dependent on local district planning, and the identification of their needs. The money would be based on a formula which took into account such factors as the number of students, number of families with low incomes or a high cost of living index, etc. These factors would determine the amount of money that each local district would get. However, all districts would be assured of getting a certain percentage of the funds. Funds that are kept at the state level and used by the department of education to provide leadership would require state planning through committees of personnel representing local districts, professional associations, higher education institutions, community colleges, and other personnel that might be potential users of the funds and the state services.

Funds for projects or proposals which are based on competitive proposals require different procedures, as is true in the case of the vocational guidance funds of Title II, Public Law 94-482. Even so the initial planning stages would be the same. The state would have to identify its needs, and personnel instrumental in the administration of these funds would then draft a plan containing the goals, objectives, activities and evaluations necessary to obtain funds. Once the priorities and procedures are identified the state sends out a request for proposals whereby eligible districts and institutions amend their funding guides. Individual district proposals would be returned to the state department of education to be reviewed by a committee representative of the eligible institutions and agencies.

All states have or must develop a procedure and a format for requesting project proposals. The district, or another eligible institution, should organize its proposal planning committee to be composed of the same target populations as those to be involved in the administration and expenditure of these funds. Using the guidelines of the request for proposal, they would develop the proposal and submit it through the procedures outlined in their state funding guide and to the state department of education. In the case of Title II of PL 94-482, these funds will be administered through procedures established in the state plan for vocational education. The proposals submitted by districts will then be reviewed by the state planning committee and/or other selected reviewers. Those proposals having promise and meeting the federal and state needs assessment priorities will be identified and those agencies submitting them will be invited to submit a project for funding. Some of the key elements which should be included in these proposals are: the budget, project goals and objectives, and relationships between the budget and the accomplishment of these goals and objectives.

The components of the project and an evaluation of how the project will demonstrate that it has accomplished its goals and objectives as stated in the proposal are perhaps the most important criteria for funding. In writing a plan, it would be helpful to involve personnel who have expertise in writing proposals. If someone with a specific expertise in the writing of proposals is unavailable, it would be useful to consult written resources such as manuals on writing proposals. A large amount of information on this subject is now available. Such documents typically describes how to write project proposals, concentrating on such elements as building a budget, the mechanics of a proposal, major components of a proposal, proposal writing terminology, words to use in proposal writing, rules of English for proposal writers, proposal checklist, proposal preparation, deadlines, bibliography of resource materials, how to read and understand the *Federal Register* and many other elements that would be of value to a person in his/her first attempt at writing a proposal. Most state departments of education have developed or are in the process of developing such guides.

Once the proposals reach the department of education and have been reviewed and funded, a monitoring process will be set up by which the planning committee will receive status reports on a monthly or a bi-monthly basis. When needed, they will make on-site visitations to determine how well the project personnel are meeting the stated objectives. Technical assistance to projects should be provided by state staff as needed and requested.

It is essential to understand that funding from federal legislation can take several directions. In any case, the state plan for the administration of specific funds would determine the kinds of procedures the district follows. In some cases funds are available through federal legislation for which a district or an institution may write a proposal and submit directly to the federal agency charged with administering a certain legislative category or fund. This is not the case in Public Law 94-482 for those funds that affect guidance and counseling. Another alternative would be for a department of education to develop a state plan following the procedures described earlier in this article. This plan would then be submitted to Washington for approval. If approved, federal funds would flow directly to the state department of education. These would be administered and used at the state level rather than in local districts and institutions. Part D of Title III is being used in the state of Florida in this manner. Another funding alternative would be where the funds come to the department of education, as in the case of Title II of PL 94-482 to fund local projects in the area of vocational guidance and counseling. In this case, the school district or other eligible institution would follow the procedures of developing their own plan and submitting a proposal following the procedures outlined earlier. If they receive funds, they would administer them as outlined in their proposal, conduct an evaluation, and submit a final report. Another procedure for funding, but one not used in Public Law 94-482, is exemplified by the ESEA Title IV-B which sets aside monies for guidance counseling, library and media. The money comes to the state department of education, which uses a formula to see that each district gets a percentage of the funds. The formula is often a rather complex one involving student numbers of particular types, economic conditions, etc.

One area of difficulty in the administration of the funds concerning Public Law 94-482 has to do with the timing and the deadline established by the federal government and by the states. A state might operate on a fiscal year of July 1 through June 30, whereas, the federal government considers a fiscal year to be October 1 through September 30. This means that Request for Proposals (RFPs) would normally go out in January or February, proposals would be received in late spring, these proposals would be reviewed and proposals submitted for final approval around the end of June. However, the funds would not become available until October 1 which would create a unique problem for funding. Hopefully this potential conflict of fiscal years will be remedied in the future. What is necessary is that states have the funds available according to the fiscal year that they are operating on. Therefore, RFPs must be sent out in sufficient time for districts to do their planning and proposal development.

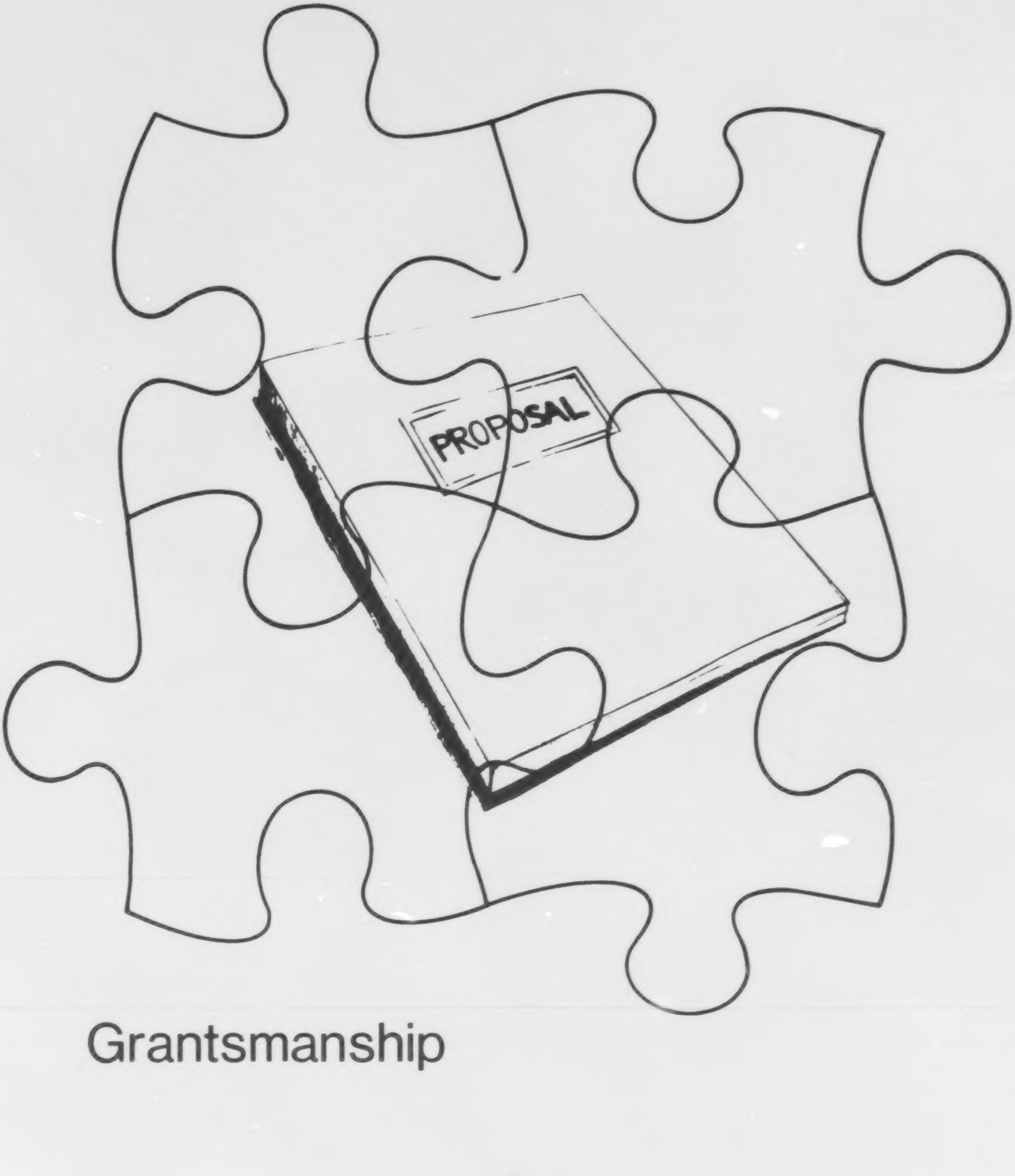
In summary, state planning entails the same activities required of any sound planning and management model. Local plans often set the priorities and directions for a state plan. Local school practitioners, counselor educators and student services administrators should be aware that they have a voice in the development of their institution's plan which may be influential in the development of the state plan. Guidelines for planning or proposal development usually flow from the state department of education to eligible institutions or school districts. These guidelines typically describe the procedures to follow forms to use in order to obtain funds from such legislation as Public Law 94-482. Some states may require a matching or the setting of "in kind" funds to obtain a project. These requirements are spelled out in each state's funding procedure. In addition any specific limitations such as not spending funds for construction or renovation would be stated and have to be adhered to. Each state will assign personnel to administer the planning and flow of state and federal funds for guidance and counseling. To be fully informed an individual should locate the name and address of such person or persons and be placed on their mailing list.

SAMPLE STATE/LOCAL PLAN INPUT AND REQUEST FOR PROPOSALS TIME LINES

The following chart is an attempt to provide some assistance to you in developing plans and responding to RFPs. Timeline and deadlines for a sample of states are provided.

STATES	AL	DE	FL	HI	IL	ME	MT	NE	NH	NC	OK	OR	UT	WV
Deadlines for input into state plans														
TITLE I	–	5/1	6/30	–	4/30	–	None Set	–	7/1	Year Round	4/15	–	1/1-4/15	10/15
TITLE II	–	5/1	6/30	3/30	4/30	8/1	None Set	3/1	7/1	3/1	4/15	–	1/1-4/15	4/1
TITLE III	–	5/1	6/30	–	4/30	–	None Set	–	7/1	3/30	4/15	–	1/1-4/15	None Set
Deadlines for input into local plans														
TITLE I	–	2/1	None Set	–	4/1	–	None Set	–	7/1	Year Round	4/15	–	1/15	10/15
TITLE II	–	2/1	None Set	3/30	4/1	–	None Set	6/1	7/1	5/1	4/15	–	1/15	2/1
TITLE III	–	2/1	None Set	–	4/1	–	None Set	–	7/1	4/30	4/15	–	1/15	None Set
General time line for agencies to respond to RFPs.	Varies with RFP	–	3-4 weeks	–	8 weeks	–	None Set	45 days	11/15	4/30-I 1/6-II 2/1-III	1/1-4/15	4 weeks	8 weeks	8 weeks
Time line when RFPs are responded to until grants are awarded.	Varies with RFP	–	3-4 weeks	–	4 weeks	–	None Set	8 weeks	ASAP by 1/1	7/1	May-June	4 weeks	4-8 weeks	4 weeks

Part V



Grantsmanship

CHAPTER 11

Grantsmanship and Proposal Development

Valija Axelrod

Individuals and organizations are increasingly recognizing the importance of obtaining funding in an effort to address significant areas of educational need with programs of merit. The ongoing process used in an effort to successfully obtain external financial support is known as grantsmanship. The art of grantsmanship is critical in assuring that efforts directed at obtaining any portion of the limited amount of resources available are met with success. Grantsmanship is not something that can be learned overnight, however, becoming aware of the issues involved is requisite to dedeveloping basic grantsmanship skills. This chapter is designed to promote an awareness of several issues associated with effective grantsmanship.

Identifying Potential Funding Sources

A program or project should be developed because it is important—the information, the materials, or the service it will provide are needed—not because legislation has made the money available. However, once the need for the program has been carefully established, it is important to know what the potential funding sources are in order to enable the desired program to become a reality. An understanding of current legislation and appropriations authorized are, therefore, essential to the grantsmanship process.

Funding opportunities may be identified by an examination of newsletters and other literature distributed by federal agencies, private foundations and professional associations among others. Legislative analysis will assist in the identification of key federal agency funding sources. Also, the *Catalog of Federal Domestic Assistance* will prove useful in identifying programs which may be suitable to the fund seekers needs. The person skilled in grantsmanship will also write directly to funding agencies and ask to be placed on the mailing list for all future program announcements and application forms.

All too often individuals seeking external support are ignorant of the agency from which they seek support and of its procedures for making grant and contract awards. Successful grantsmanship requires that this deficiency be eliminated. A better understanding of potential funding sources can be developed easily.

Federal agencies are required to publish guidelines for all assistance programs and to announce any changes in existing guidelines in the *Federal Register*—a publication of the U.S. government. The information described in the *Register* (e.g., program priorities, application procedures, eligibility, criteria for judging applications) is highly useful in characterizing the funding agency in terms of its role in making grant and contract awards.

The program interests of major funding sources should also be known to relate to the activity proposed by the prospective grantee before making application for funds. Reading literature issued by the potential funding source and visiting the organization itself will help to promote these understandings.

Thus far, two major factors related to effective grantsmanship have been described. It may be best to suggest that these are basic ground rules in the grantsmanship process.

Rule 1	Identify funding opportunities through legislative analysis, current literature, and direct contact with funding sources.
Rule 2	Know the funding source and its procedures for making grant and contract awards.

These rules cannot be overemphasized enough to prevent risking any quantity of time and effort in application development that may not be warranted. Every effort should be made to assure that an application or proposal submitted to a potential funding source is consistent with the interests of the potential grantor and that it will be given serious consideration once it is received.

Proposal Development

The second major phase of the grantsmanship process is the proposal development phase. Basically, proposals are of two types: solicited and unsolicited. Solicited proposals are prepared in response to a need and program format that the funding agency has identified whereas unsolicited proposals are initiated based upon the need and program format identified by the applicant.

The most commonly used mechanism by funding agencies for soliciting program applications is the Request for Proposal (RFP). The RFP specifies the program that will be funded and the types of information that the applicant should submit in response. For example, the applicant is generally expected to decide upon the specifics of the program approach. Using the RFP approach, the funding agency is able to determine which applicant has the greatest capability to perform the specified work.

Sometimes a funding agency has predetermined that an identified individual or organization is the only logical one to perform a given scope of work. In these instances, the funding agency issues what is known as a sole source solicitation. The responder in these cases is not placed in competition with other applicants, but still must demonstrate that he/she is capable of high-quality performance.

In the case of unsolicited proposals, a preliminary step should be taken before the full proposal document is prepared. A letter of intent should be submitted to the potential funding agency for review in order to determine whether or not the agency is receptive to the idea proposed. This letter should succinctly state the overall purpose of the intended effort, the general procedures that will be followed in implementing the plan, the expected results, and the approximate budget required to conduct the work. A letter of intent or pre-application is required by some funding agencies. It is important to keep in mind that letters of intent and pre-applications are subject to a screening process and, therefore, should be prepared with care.

In many cases, the unsolicited proposal may not fit a well-defined program category. It may be possible that the unsolicited proposal will be considered only after solicited proposals have been reviewed by the funding agency. Therefore, although the contents of solicited and unsolicited proposals are generaly similar, the burden of proof that the idea has merit, that the need exists, and that the proposer can accomplish the proposed scope of work within time and resource constraints rests solely with the proposal developer. It is important to note that greater effort may be required in the preparation of unsolicited proposals than may be necessary in the preparation of solicited proposal applications.

Both solicited and unsolicited proposals are prepared and submitted in the hope of convincing the funding agency that the applicant can give the "best buy for the dollar." The written document, i.e., proposal, frequently is the only source of information on which judgment about capability can be made by the funding source. A major skill required for effective grantsmanship is, therefore, proposal development.

Proposal development may be viewed as a special case of planning and/or problem solving. A proposal represents a plan for a predetermined course of action necessary to solve a problem. Once the problem is identified, an individual or group effort is required to further refine the problem, develop specific objectives, identify alternative solutions, and select the best potential solution, outline procedures for accomplishing the objectives, identify needed resources, and write the proposal document.

Typical Proposal Elements

One plan for proposal writing that is applicable in all situations does not exist. However, individuals experienced in grantsmanship are cognizant of the fact that a general pattern does fit most proposal writing efforts. Generally, a well-written proposal is made up of several major components identified below:

Major Proposal Components

I. Title Page
II. Proposal Abstract
III. Statement of Problem
IV. Program Objectives
V. Plan of Action
VI. Staff
VII. Facilities
VIII. Evaluation
IX. Budget

The format of the proposal is dependent upon the specific criteria issued by the funding agency and existing guidelines should be followed closely. In the absence of a prescribed format, the one shown above may serve as a useful guide.

Information to be provided by each major component is described below.

Title page. The reviewers' first impressions about the proposal will be formed from the proposal title. In order to make their initial reaction a favorable one, the title should be brief, yet descriptive. Other information that needs to be presented on the title page is (1) the name and address of the applicant, (2) the agency to which the proposal is being submitted, (3) the inclusive dates of the proposed effort, (4) the total amount of funds requested, and (5) the signatures of personnel who are authorized to sign legally binding documents.

Proposal abstract. A proposal abstract is a brief summary of the statement of need, the objectives, strategies, and expected outcomes of the proposed plan. It should be written as concisely and accurately as possible. In most cases, the proposal abstract should not exceed 250 words. Proposal abstracts or summaries are frequently used as input into information system data bases. The descriptions provided by information dissemination agencies are likely to be more accurate if a large amount of editing is not required.

Statement of the problem. This section of the proposal is designed to explain what needs to be done and why. The problem statement delimits the specific problem area and offers a promising solution. It is of utmost importance that the description of the need is closely related to the objectives and procedures described in later sections of the proposal document. In most cases, proposal writers err in the direction of presenting a need that is so global that it cannot be met by attainment of objectives described in the plan. In writing this section of the proposal it is important to keep in mind that the individuals who will be reviewing the proposal are not necessarily informed about the general problem area. Highly technical terms, if used at all, should be clearly explained.

An adequate review of the literature is usually incorporated to give further evidence of the need for the proposed project and to reflect the current state of the art in attempted solutions. Overall, it is the applicant's job to convince the reviewer that a gap exists between "what is" and "what should be" and that the applicant proposes to fill it.

Special emphasis should be given to the impact that the proposed project is likely to have upon similar problems existing elsewhere. The greater the widespread significance that the identified problem is perceived as having, the more apt the application is to receive serious consideration for funding.

Many proposal developers have found it useful to highlight their organization's capabilities in solving similar or related problems in this section of the proposal. However, highly detailed information about the applicant should be incorporated in the plan of action of the proposal or attached as an appendix.

In summary, this section of the proposal documents the need and provides the rationale for the proposed project effort. It represents the first major section of the proposal and is, therefore, the most important component of the proposal document. The skilled grantsperson will strive to assure that this section compels the reviewer to read on.

Program objectives. This section should be introduced by a statement of the overall intent of the proposed project that was defined in the previous section. In this section, the overall purpose of the proposed project must be further defined by specific, measurable objectives. The establishment of specific objectives to accompany broad program goals is important to the success of any program. Without specifically stated program objectives, it is difficult to assure that the program is focused upon need-based expected outcomes and almost impossible to determine whether program goals are ever obtained.

This section of the proposal has become increasingly important—especially to federal agencies—because of the demand for accountability. In addition to the role that objectives serve in evaluation, they provide the framework for the selection of appropriate strategies, personnel, and resources. Well-written program objectives will specify the desired outcome, a particular time frame, and a minimum level of acceptability. The successful grantsperson will follow these criteria to help assure that the proposed objectives are reasonable.

Plan of action. One way to introduce this section which spells out how the identified objectives will be met is to describe the overall approach for the project. This overview is used to present the project design in general terms.

At this point, it is important to keep in mind that the various proposal components are interrelated. The problem statement provided the answer to the "why"; program objectives, the "what"; and the plan of action must next answer the "how."

The proposal writer must identify specific activities aimed at accomplishing each program objective. A management tool referred to as a work breakdown structure may be employed to subdivide each objective into successively more detailed elements that are required to accomplish each objective. An abbreviated example is provided below.

Work Breakdown Structure

Program Objective	Activities	Tasks
1.0 Conduct five workshops on grantsmanship for a minimum of 100 participants by February 15, 1978.	1.1 Select participants	1.1.1 Prepare list of potential participants
		1.1.2 Develop promotional materials
		1.1.3 Distribute promotional materials
		1.1.4 Log participant responses
		1.1.5 Notify participants of selection
		1.1.6 Prepare participant list by workshop
	1.2 Develop program materials	

In the previous example, six tasks were identified as necessary for accomplishing one major activity that would be required for attaining the project objective. Breaking the program objective down into more detail helps assure that important activities are not overlooked.

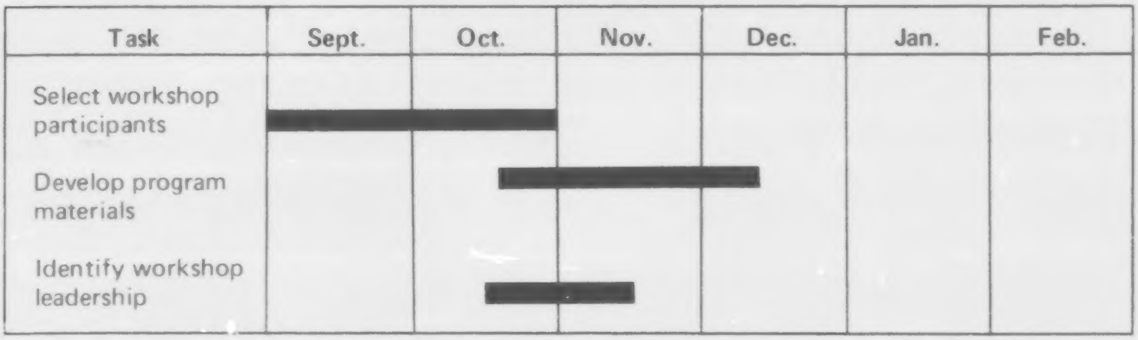
It is suggested that a detailed analysis of tasks related to the accomplishment of the overall project objectives be undertaken before writing this section of the proposal.

Different individuals can work simultaneously on specifying the tasks related to different program objectives using this approach.

It should be pointed out here that grantsmanship is usually a group rather than an individual process. Effective grantsmanship is, therefore, highly dependent upon the coordinated efforts of group members to achieve a mutual goal.

A realistic time schedule presented in this section of the proposal will indicate that the project has been carefully planned and that the activities can be accomplished during the designated time period. The time schedule can be presented using a variety of techniques ranging from simple bar charts (Gantt) to the use of more sophisticated management tools such as PERT (Program Evaluation and Review Technique). The simpler Gantt chart illustrated below is recommended for the novice fund seeker.

Gantt Chart



An important note of caution in writing the plan of action section follows. Do not leave out anything that you are planning to do, because if it is not in the proposal, reviewers are apt to assume that it is not a part of your plan. Many times beginning proposal developers are tempted to omit a description of activities that they consider obvious. These omissions have been the reason for an otherwise adequate proposal not getting funded.

Staff. This section of the proposal presents information on the following types of considerations: (1) Who will be the key project staff? (2) How will the project be administered? (3) Are there going to be any cooperative relationships or affiliated agreements?

The proposal writer should clearly define who will have overall responsibility for the project. In addition, the procedures for coordinating various aspects of the proposed scope of work among various participants should be detailed. It is frequently easier to present this information when charts are used to accompany and clarify the narrative. An example may be to include an organizational staffing chart to depict clearly the locus of control for the project.

If consultants are to be used, their role and contribution to the project's success should be explained. Likewise, the role of advisory councils or other collaborative agreements are explained in this section.

Key project staff member qualifications for successfully completing the work should also be included. However, it is necessary to focus specifically on areas of their background and expertise that relate directly to their qualifications in terms of the proposed effort. In an attempt to provide greater detail, a common practice is to include curriculum vitae of key project staff in an appendix.

Letters of agreement from consultants or other personnel external to the submitting agency should also be appended. The funding agency is thus assured of having their commitment.

Facilities. The setting for the project should be clearly described in this section. The availability of supporting resources such as research libraries, computer facilities, and conference rooms that are needed to successfully conduct the project should be noted. It is a mistake, however, to address facilities and resources that are outside the realm of the activity being proposed. To illustrate, an auditorium with a seating capacity for 500 people is not likely to be considered an asset if the scope of work is limited to a research effort designed to produce a self-instructional module on small engine repair.

In other words, this section should be devoted to a description of the location and the nature of facilities that will be used specifically for the proposed project. If facilities are to be leased, it is important to explain the terms of the lease and to justify the request for leased facilities.

Within this section, the applicant should also describe the major equipment which is needed. An outline of what the agency already has and what it is requesting to purchase should be described.

Evaluation. The evaluation design for the proposed project should serve to provide useful information to the project manager and the appropriate funding agency—both will be responsible for making decisions about the project. In addition, the evaluation should be designed to determine whether the program accomplished its purpose.

The starting point of a good evaluation design is the program objectives. There are several items that should be described in relation to each program objective or, where the same means of evaluation are used, for a group of related objectives.

These items include (1) the evaluation information that is needed, (2) the purpose that the information is intended to serve, (3) the source of information, (4) the means for obtaining the needed information, and (5) the means of analyzing and reporting the information. Other important elements to include in the evaluation plan are the identification of responsibility for the evaluation, how often or when the evaluations will be made, and what will be done with the evaluation results.

If the evaluation is to be conducted by someone external to the program staff, it is essential that early collaboration between program staff and evaluators is documented.

The evaluation section of a proposal is frequently the one that reflects the least thought and planning. Statements such as "An appropriate evaluation design will be planned by experienced evaluators" are antithetical to a winning proposal.

Budget. The preparation of a budget to accompany the detailed project plan may be viewed best as the translation of other sections of the proposal into the common denominator of dollars. The budget should be based upon the stated program objectives and the plan of work.

Most funding agencies require a detailed program budget for the first full-year of funding. If the proposed project is to be of longer duration, estimates by budget categories for the succeeding years are generally adequate.

In planning all budget estimates, the experienced grantsperson keeps in mind that all proposed budgets may have to be cut regardless of program merit. Although not an openly recognized practice, budgets are frequently constructed on higher estimates of costs than may actually be anticipated.

The funding agency may have specific forms for submitting budget requests. Most often, the categories include the following:

Personnel
Employee Benefits
Travel
Supplies
Equipment
Communication
Services
Indirect Costs

In preparing a detailed budget, each budget category should be further specified by budget line item and adequate justification provided. For example, under the category Personnel, the positions and salaries of all project staff should be listed. The percent of time that each project staff member would work on the project should also be indicated.

Anticipated inflation of the budget for additional years of project support should also be justified. For example, the salaries associated with year two (2) might be noted to include a 7 percent salary increase according to the prescribed schedule for merit increases.

A carefully constructed budget itemizes all anticipated costs with adequate justification. Most frequently errors are made by novice proposal writers in building in costs (e.g., computer time) when the plan of work does not merit their inclusion. Sometimes the budget line item is requisite for completing the work but the reviewer has not been made aware of this fact in earlier sections of the proposal.

Another important aspect of budget preparation is the obvious need to calculate all expenditures accurately. The funding agency is likely to question the applicant's ability to manage funds if arithmetical errors are evidenced.

A record of how estimates of costs were arrived at should be maintained for future reference. Many times the funding agency will ask how specific costs were determined during budget negotiation.

With this brief overview of proposal development, several additional rules of effective grantsmanship may be posited:

Rule 3 Plan the proposed project carefully before making a formal application for funds.

Rule 4 Know the nine major components that can serve as a guide in preparing the proposal document.

Rule 5 Make certain that the different sections of the proposal are related to each other.

After the proposal is prepared, attention should be given to checking that all required forms have been accurately completed. In some instances, a form may be placed on file with a potential funding agency. The Department of Health, Education and Welfare, for example, requires HEW Form 441—Assurance of Compliance with Civil Rights Act for grantees. The experienced grantsperson has a working knowledge of forms and other regulations of this type. If the person is new at the grantsmanship process, he/she may identify individuals who have a clear understanding of the proper forms and other regulations and request their assistance.

After the proposal document and supporting forms have been completed, the proposal should be critically reviewed before submission to the funding agency. In some cases, the applicant's organization may have a formalized review process established. If no formalized review process exists, colleagues should be asked to review the proposal for clarity and completeness.

A sufficient number of copies of the proposal should then be prepared to meet the specifications of the funding agency. The funding agency's application deadlines must be met to assure that the proposal is given due consideration. Once the proposal is submitted the applicant must await the decision of the funding agency. Generally, the review process used by funding agencies is described in agency funding guidelines.

The applicant may request reviewers comments and evaluations of the proposal from federal sources of funding. These comments serve a useful purpose in improving one's proposal writing skills. By noting the areas of concern, the proposal writer's future efforts are less likely to reflect similar problems.

As mentioned earlier, the formal application process is the most frequently traveled route for the novice proposal writer. Yet, the process of grantsmanship involves several other factors that are not as straightforward or easily learned. The experienced grantsperson soon discovers that other avenues for obtaining financial support may exist. Prime among these are the personal contacts that are developed over a period of time. Many "bright ideas" with promise for funding are expressed first in informal social situations.

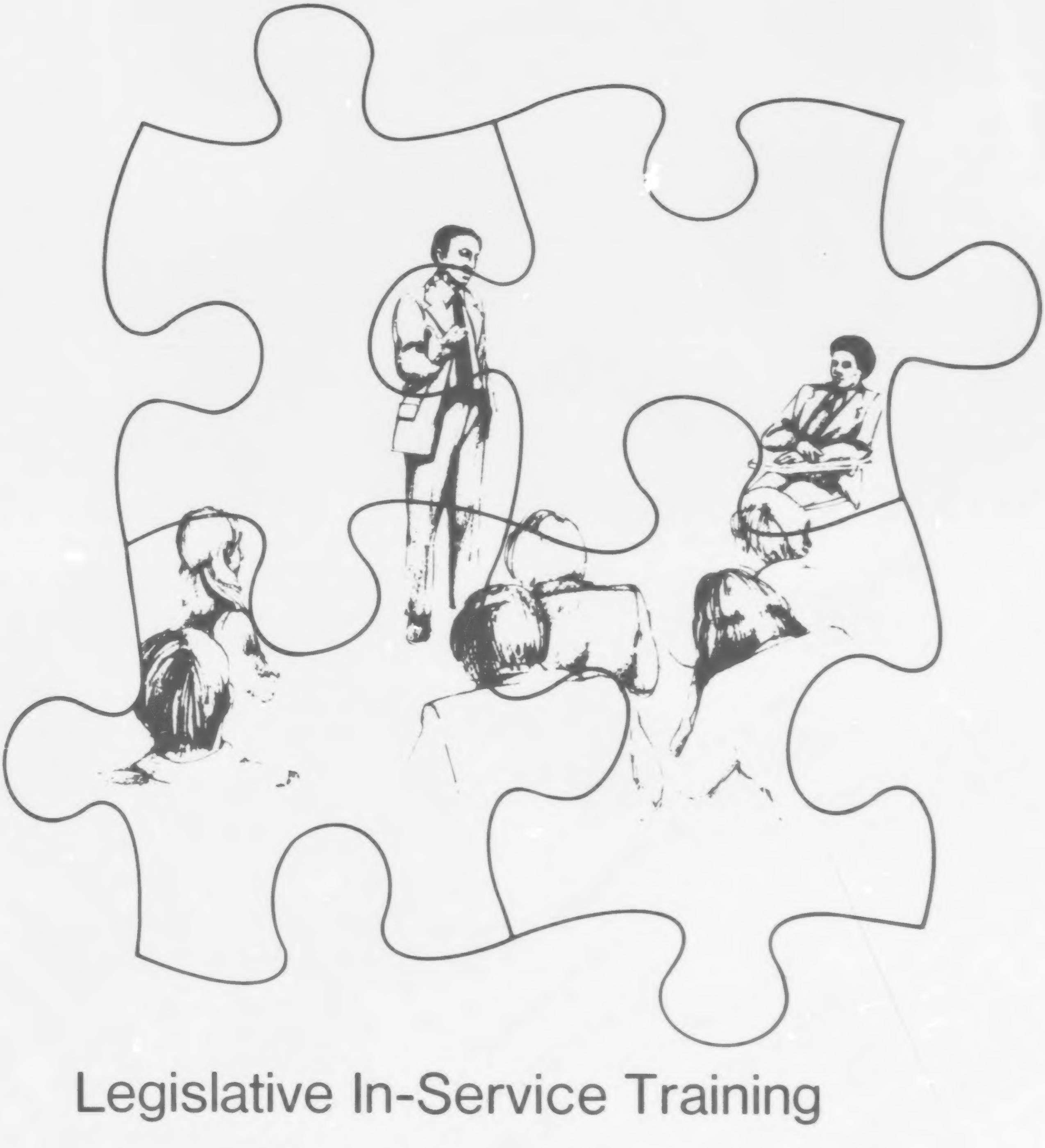
The successful grantsperson is constantly on the look out for funding opportunities—both in formal and informal settings. He/she strives to maintain open communication at all levels to stay abreast of current developments.

In summary, grantsmanship is an art—the beginning grant seeker can identify techniques for improving his/her skills immediately but, highly effective grantsmanship skills are a result of lifelong learning.

Remember, grantsmanship is an ongoing process:

1. Effective grantsmanship identifies appropriate funding sources for your identified needs.
2. Effective grantsmanship helps you compete for the limited resources available.
3. Effective grantsmanship is adequate project planning.
4. Effective grantsmanship enables you to work successfully with and through others.
5. Effective grantsmanship is never ending.

Part VI



Legislative In-Service Training

CHAPTER 12

Legislative In-Service Training for Counselors and Related Professionals: Some Suggestions

Linda Phillips

Purpose

The AVA-APGA LEGISLATIVE HANDBOOK has been designed as a self-contained document for use by individuals and groups interested in legislation related to guidance and counseling. The purpose of this chapter is to assist the individual who is assigned the task of helping others use and understand the HANDBOOK. After reviewing the chapter, the reader will have some ideas for acquainting a variety of audiences with the LEGISLATIVE HANDBOOK.

Potential Audiences

The information contained in the AVA-APGA LEGISLATIVE HANDBOOK could be useful to a number of individuals (alone or in groups) including counselors, directors of guidance-related functions (e.g., placement, work experience), teachers, school administrators, state and federal legislators and their staffs, special interest advocates (e.g., for disabled citizens, veterans), vocational education directors at local and state levels, advisory committee members (e.g., state Advisory Councils on Vocational Education, local career development advisory committees), representatives from the military, business, and labor communities, professional organizations, and counselor educators.

Suggested Training Designs

When exposing a group of people to a broad topic such as legislation, it is important to be clear on what is to be accomplished. To make optimal use of the HANDBOOK, we recommend that you do the following:

1. Preview the HANDBOOK. Make notes on the particular aspects that are likely to "grab" your group, the points that will be unclear, and so on.

2. Assess the needs of your audience. If possible, interview each member to determine his or her background in legislation before training begins. If this is impossible, make some assumptions about your group's awareness, and be prepared to modify your training design as you progress.

3. Set some goals and objectives. What is the minimal amount of understanding and skills that you hope your group will have at the end of training?

4. Look over the suggested training designs that appear later in the chapter. Decide which one comes closest to your needs and make any changes to fit your group and time constraints.

Depending on your group, there are at least three different designs that you might use in your training.

1. *A group that needs only a brief introduction to guidance legislation.* Is your group merely curious about the general concepts of guidance legislation, interested only in an intellectual understanding of the key pieces of legislation? A group that knows relatively little or nothing about legislation? (Consider using Training Design I, the ORIENTATION APPROACH, described later in this chapter.)

2. *A group that is planning to apply some legislation-related activities in their working situations.* Is your group ready to implement a guidance and counseling project that could take advantage of certain funds? (Consider using Training Design II, the WORKING KNOWLEDGE APPROACH.)

3. *A group that is embarking on a full-scale, in-depth legislative program.* Will your group become actively involved in influencing legislation and launching an aggressive fund-seeking effort? (Consider Training Design III, using the HANDBOOK as a segment of an IN-DEPTH LEGISLATIVE TRAINING PROGRAM.)

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Training Design I
ORIENTATION APPROACH

If you are conducting a one-session overview of guidance legislation for informational purposes only, you might conduct the session in the following way.

Sequence of Activities

1. Introduce the present and potential role of legislation in comprehensive guidance programs.

2. Review key pieces of federal (and state) legislation and how they relate to guidance.

   (If persons knowledgeable about guidance and counseling legislation—members of state legislatures or Congress, legislative aides, lobbyists, legislative committee members of guidance related professional groups—are available, invite them to participate in a semi-structured panel discussion with the audience.)

3. Lead a question and answer session.

4. Introduce the AVA-APGA LEGISLATIVE HANDBOOK, and tell participants how they can obtain copies.

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Training Design II
WORKING KNOWLEDGE APPROACH

If you are interested in providing your group members with a working knowledge of guidance-related legislation so that they can apply some of this knowledge on the job, you will need to go into the topic of legislation more deeply. We recommend that you consider this design, which features a group action project that allows participants to actually work with legislation.

Preplanning

1. Plan to have at least two or three legislative training sessions or ideally a continuing sequence of meetings. The sessions should be spaced apart to give participants time to review the materials and complete their legislative activities.

2. Ask your participants to review the LEGISLATIVE HANDBOOK before Session 1.

At Session 1

1. Follow the sequence of activities for the one-session ORIENTATION APPROACH (introduce the role of legislation in comprehensive guidance programs, review key legislation, and conduct a question-answer session.)

2. Break the participants into small groups to brainstorm activities that the group could initiate related to guidance legislation. Possibilities include researching the funding needs for a particular project and identifying potential legislation and funds; preparing testimony to present at a state or federal legislative hearing; developing and submitting a grant proposal; drafting guidance-related legislation or helping an elected representative to do so; conducting in-service legislative workshops at the next professional association convention.

3. If time permits, narrow the possibilities to the two or three that seem most interesting to the group. Get names and addresses, and set the date and agenda for Session 2. If necessary, ask volunteers to do some preliminary research on the topics before the next session.

At Session 2

1. Begin the session by reviewing the highlights of Session 1.

2. Present an update on legislation.

3. Identify the state legislators and members of Congress from your area as well as the members of key committees related to guidance and counseling.

4. Select the group legislative project, and choose assignments.

5. Discuss the highlights of Chapters 7 (Influencing the Legislative Process) or 11 (Grantsmanship) with the group in relation to the planned project.

6. Set the time and agenda for Session 3, etc.

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Training Design III
IN-DEPTH LEGISLATIVE TRAINING PROGRAM

If the group is interested in an active, ongoing legislative program, there are a number of possibilities for projects and activities. We recommend that you identify a legislative committee and chairperson to plan an in-depth program. Some examples of activities include all those listed in Design II, a series of legislative breakfasts with legislators, legislative training seminars at counselor education institutions and conventions, involvement in political campaigns, an active legislative two-way communication network, and other activities.

Questions and Activities

In addition to the ideas presented in the sample training designs, the following questions and activities may trigger some interesting discussions in your group.

1. Describe the formal and informal legislative process including points at which guidance and counseling persons can "permeate" or influence the process. What experiences, positive and negative, have you had as a "lobbyist"? How could your lobbying have been more effective?

2. Define these terms to a person unfamiliar with legislative jargon: caucus, joint resolutions, oversight, a clean bill, conference committee, lobby, Rules and Regs, etc.

3. What is the main intent of the major pieces of legislation, e.g., the Education Amendments of 1976 (94-482), CETA of 1973 (93-203), the Career Education Incentive Act of 1977 (95-207)? Where do they overlap?

4. Name three sources of federal funds for student job placement activities in your state. Three sources for a career development program for disabled persons. Three sources for work experience programs.

5. When is your state plan for higher education due? for vocational education? for career education? What other state plans does your state require? Is there a way to write one plan that combines all of these for guidance and counseling? What can we do to pool these sources of support?

6. You have ten minutes to present the needs of career guidance and counseling to your U.S. Senator or Representative. Outline your presentation.

7. Describe how you would organize your district or state into a legislative network.

8. What are the three main arguments that opponents of guidance and counseling raise? How would you respond to these arguments?

Useful Resources

Federal Register
Washington Information Directory
Commerce Business Daily
The Grantmanship Center News
The Congressional Record
U.S. Congress Handbook

Appendix A

Key Organizational and Agency References

NONGOVERNMENTAL ORGANIZATIONS

American Association of Community and Junior Colleges
One Dupont Circle, N.W.
Washington, D.C. 20036

American Association of School Administrators
1801 North Moore Street
Arlington, Virginia 22209

American Council on Education
One Dupont Circle, N.W.
Washington, D.C. 20036

American Educational Research Association
1126 16th Street, N.W.
Washington, D.C. 20036

American Federation of Teachers
One Dupont Circle, N.W.
Washington, D.C. 20036

American Personnel and Guidance Association
1607 New Hampshire Avenue, N.W.
Washington, D.C. 20009

American Vocational Association
1510 H Street, N.W.
Washington, D.C. 20005

Chamber of Commerce of the U.S.
1615 H Street, N.W.
Washington, D.C. 20062

Education Commission of the States
1730 Rhode Island Avenue, N.W.
Washington, D.C. 20036

National Education Association
1201 16th Street, N.W.
Washington, D.C. 20036

CONGRESSIONAL COMMITTEES

House Appropriations Committee
Subcommittee on Labor–Health, Education and Welfare
2358 RHOB
Washington, D.C. 20515

House Education and Labor Committee
Subcommittee on Elementary, Secondary and Vocational Education
B 346 C RHOB
Washington, D.C. 20515

House Education and Labor Committee
Subcommittee on Postsecondary Education
619 HOB Annex No. 1
Washington, D.C. 20515

House Education and Labor Committee
Subcommittee on Select Education
2178 RHOB
Washington, D.C. 20515

Senate Appropriations Committee
Subcommittee on Labor—Health, Education and Welfare
1180 DSOB
Washington, D.C. 20510

Senate Human Resources Committee
Subcommittee on Education, Arts, and Humanities
4228 DSOB
Washington, D.C. 20510

U.S. DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

National Center for Education Statistics
400 Maryland Avenue S.W.
Washington, D.C. 20202

National Institute of Education
1200 19th Street, S.W.
Washington, D.C. 20208

Education and Work Group
1200 19th Street, N.W.
Washington, D.C. 20208

Educational Resources Information Center
1200 19th Street, N.W.
Washington, D.C. 20208

ERIC Clearinghouse on Career Education
The Ohio State University
The National Center for Research in Vocational Education
1960 Kenny Road
Columbus, Ohio 43210

ERIC Clearinghouse on Counseling and Personnel Services
University of Michigan
School of Education Building, Room 2108
Ann Arbor, Michigan 48109

Office of Education
400 Maryland Avenue, S.W.
Washington, D.C. 20202

Bureau of Education for the Handicapped
7th & D Streets, S.W.
Washington, D.C. 20202

Bureau of Elementary and Secondary Education
Room 3608
7th & D Streets, S.W.
Washington, D.C. 20202

Bureau of Occupational and Adult Education
7th & D Streets, S.W.
Washington, D.C. 20202

Bureau of Postsecondary Education
7th & D Streets, S.W.
Washington, D.C. 20202

Bureau of School Systems
400 Maryland Avenue, S.W.
Room 2031
Washington, D.C. 20202

Division of Research and Demonstration
7th & D Streets, S.W.
Room 5042
Washington, D.C. 20202

Office of Bilingual Education
7th & D Streets, S.W.
Washington, D.C. 20202

Office of Career Education
7th & D Streets, S.W.
Washington, D.C. 20202

Regional Offices of the Office of Education

Region I (Connecticut, Maine, Massachusetts, New Hampshire, Rhode Island, Vermont)

John F. Kennedy Federal Building
Room 2303
Boston, Massachusetts 02203

Region II (New Jersey, New York, Puerto Rico, Virgin Islands)

26 Federal Plaza
New York, New York 10017

Region III (Delaware, Maryland, Pennsylvania, Virginia, Washington, D.C., West Virginia)

Gateway Building
3535 Market Street
Philadelphia, Pennsylvania 19104

Region IV (Alabama, Florida, Georgia, Kentucky, Mississippi, North Carolina, South Carolina, Tennessee)

50 Seventh Street, N.E.
Atlanta, Georgia 30323

Region V (Illinois, Indiana, Michigan, Minnesota, Ohio, Wisconsin)

300 South Wacker Driver
32nd Floor
Chicago, Illinois 60606

Region VI (Arkansas, Louisiana, New Mexico, Oklahoma, Texas)

1114 Commerce Street
Dallas, Texas 75202

Region VII (Iowa, Kansas, Missouri, Nebraska)

601 East 12th Street
Kansas City, Missouri 64106

Region VIII (Colorado, Montana, North Dakota, South Dakota, Utah, Wyoming)

Federal Building
1961 Stout Street
Denver, Colorado 80202

Region IX (Arizona, California, Hawaii, Nevada)

50 Fulton Street
San Francisco, California 94102

Region X (Alaska, Idaho, Oregon, Washington)

Arcade Plaza Building
1321 Second Avenue
Seattle, Washington 98101

NATIONAL ADVISORY COUNCILS

National Advisory Council for Career Education
Room 3100, ROB No. 3
7th & D Streets, S.W.
Washington, D.C. 20202

National Advisory Council on Adult Education
425 13th Street, N.W.
Washington, D.C. 20004

National Advisory Council on Extension and Continuing Education
425 13th Street, N.W.
Washington, D.C. 20004

National Advisory Council on the Education of Disadvantaged Children
425 13th Street, N.W.
Washington, D.C. 20004

National Advisory Council on Vocational Education
425 13th Street, N.W.
Washington, D.C. 20004

National Advisory Council on Women's Educational Programs
425 13th Street, N.W.
Washington, D.C. 20004

DEPARTMENT OF LABOR

Bureau of Labor Statistics
441 G Street
Washington, D.C. 20212

Department of Labor
Employment and Training Administration
6th & D Streets, N.W.
Washington, D.C. 20213

Department of Labor
Employment and Training Administration
Office of Comprehensive Employment Development Programs
6th & D Streets, N.W.
Washington, D.C. 20213

Department of Labor
Women's Bureau
3rd Street and Constitution Avenue, N.W.
Washington, D.C. 20210

EXECUTIVE BRANCH

Office of Management and Budget
Office of Financial Management
Budget Review Division
17th and H Streets, N.W.
Washington, D.C. 20503

STATE DEPARTMENTS OF EDUCATION

The addresses identified below will be useful in corresponding with state level guidance and counseling supervisors, state directors of career education and state directors of vocational education.

Alabama

State Department of Education
State Office Building
Montgomery, Alabama 36130

Alaska

State Department of Education
Alaska Office Building
Pouch F
Juneau, Alaska 99811

Arizona

State Department of Education
1535 W. Jefferson
Phoenix Arizona 85007

Arkansas

State Department of Education
State Education Building
Little Rock, Arkansas 72201

California

State Department of Education
721 Capitol Mall
Sacramento, California 95814

Colorado

State Department of Education
State Services Building
1525 Sherman Street
Denver, Colorado 80203

Connecticut

State Department of Education
State Office Building
165 Capitol Avenue
Hartford, Connecticut 06115

Delaware

Department of Public Instruction
J. G. Townsend Building
Dover, Delaware 19901

Florida

State Department of Education
Collins Building
Tallahassee, Florida 32304

Georgia

State Department of Education
State Office Building
Atlanta, Georgia 30334

Hawaii

Department of Education
P.O. Box 2360
Honolulu, Hawaii

Idaho

State Department of Education
Len B. Jordan Office Building
Boise, Idaho 83720

Illinois

Illinois Office of Education
100 North First Street
Springfield, Illinois 62777

Indiana

Department of Public Instruction
120 W. Market Street
Indianapolis, Indiana 46204

Iowa

Iowa Department of Public Instruction
Grimes State Office Building
Des Moines, Iowa 50319

Kansas

Kansas State Department of Education
120 East Tenth Street
Topeka, Kansas 66612

Kentucky

State Department of Education
Capitol Plaza Tower
Frankfort, Kentucky 40601

Louisiana

Vocational Education
State Department of Education
Capitol State - Box 44064
Baton Rouge, Louisiana 70804

Maine

Department of Education and Cultural
Services
Education Building
Augusta, Maine 04330

Maryland

State Department of Education
P.O. Box 8717
BWI Airport
Baltimore, Maryland 21240

Massachusetts

Massachusetts State Department of
Education
182 Tremont Street
Boston, Massachusetts 02111

Michigan

State Department of Education
P.O. Box 30009
Lansing, Michigan 48909

Minnesota

State Department of Education
Capitol Square Building
658 Cedar Street
St. Paul, Minnesota 55101

Mississippi

State Department of Education
P.O. Box 771
Jackson, Mississippi 39205

Missouri

State Department of Education
P.O. Box 480
Jefferson City, Missouri 65101

Montana

Office of the Superintendent of
Public Instruction
State Department of Education
State Capitol
Helena, Montana 59601

Nebraska

State Department of Education
233 South Tenth Street
Lincoln, Nebraska 68508

Nevada

State Department of Education
400 West King Street
Carson City, Nevada 89701

New Hampshire

State Department of Education
105 Loudon Road
Concord, New Hampshire 03301

New Jersey

State Department of Education
225 West State Street
Trenton, New Jersey 08625

Director of Career Education
Department of Education
Job Corps Center, Bldg. 87
Plainfield Avenue
Edison, New Jersey 08817

New Mexico

State Department of Education
Education Building
Santa Fe, New Mexico 87503

New York

State Department of Education
99 Washington Avenue
Albany, New York 12230

North Carolina

State Department of Education
544 Education Building
Raleigh, North Carolina 27611

North Dakota

Department of Public Instruction
State Capitol
Bismarck, North Dakota 58505

State Board of Vocational Education
State Office Building
900 East Boulevard Avenue
Bismarck, North Dakota 58505

Ohio

Department of Education
65 South Front Street
Columbus, Ohio 43215

Vocational Education Division
Ohio Departments of Education
907 Ohio Departments Building
Columbus, Ohio 43215

Oklahoma

State Department of Education
Oliver Hodge Education Building
2500 N. Lincoln
Oklahoma City, Oklahoma 73105

Vocational Education
1515 West Sixth Avenue
Stillwater, Oklahoma 74074

Oregon

State Department of Education
942 Lancaster Drive, N.E.
Salem, Oregon 97310

Pennsylvania

State Department of Education
P.O. Box 911
Harrisburg, Pennsylvania 17126

Rhode Island

State Department of Education
Roger Williams Building
22 Hayes Street
Providence, Rhode Island 02908

South Carolina

State Department of Education
Rutledge Office Building
1429 Senate Street
Columbia, South Carolina 29201

South Dakota

State Department of Education
Office Building No. 3
Pierre, South Dakota 57501

Tennessee

State Department of Education
Cordell Hull Building
Nashville, Tennessee 37219

Texas

Texas Education Agency
201 East 11th Street
Austin, Texas 78701

Utah

State Department of Education
250 East 5th Street, South
Salt Lake City, Utah 84111

Vermont

State Department of Education
State Office Building
Montpelier, Vermont 05602

Virginia

State Department of Education
Eighth Street Office Building
Richmond, Virginia 23219

Washington

Office of Public Instruction
Old Capitol Building
Olympia, Washington 98504

for

State Director
Commision for Vocational Education
Building No. 17
Airdustrial Park
Olympia, Washington 98504

West Virginia

State Department of Education
1900 Washington Street East
Charleston, West Virginia 25305

Wisconsin

Department of Public Instruction
125 Langdon Street
Madison, Wisconsin 53702

for

State Director
Vocational Education
Board for Vocational, Technical and
Adult Education
4802 Sheboygan Avenue
Madison, Wisconsin 53702

Wyoming

State Department of Education
Hathaway Building
Cheyenne, Wyoming 82002

for

Director of Career Education
Department of Education
State Office Building West
Cheyenne, Wyoming 80220

Appendix B

Glossary of Terms

GLOSSARY OF LEGISLATIVE TERMS

In order to intelligently follow the legislative process, certain words, phrases, and terminology must become a part of the educator's working vocabulary. The following are selected from several of the references listed in the Appendix.

ACT—technically, the designation of a bill after it has passed one house of Congress. Also used as a synonym for law. The term for legislation which has passed both houses of Congress and has been signed by the President or passed over his veto.

AMENDMENT—proposal of a congressman to alter the language or stipulations in a bill or act. It is usually printed, debated, and voted upon in the same manner as a bill.

APPROPRIATION BILL—permits the expenditure of the monies approved by an authorization bill, but not necessarily to the total permissable under the authorizing legislation. An appropriation bill originates in the House, and normally is not acted on until its authorization measure is enacted.

AUTHORIZATION BILL—legislation setting up or continuing programs; sets general aims and purposes and may set a ceiling for funding. Usually enacted before appropriation bill is passed.

BILL—legislative proposal introduced in either house (until it has been passed by that house). Designated HR (House of Representatives) or S (Senate) according to the house in which they originate and by a number assigned in order which they were introduced.

BUDGET—document sent to Congress by the President in January of each year estimating revenues and expenditures for the ensuing fiscal year.

CALENDARS—arrangements for scheduling legislative business.
House: Union—bills for revenue and appropriations
House—other public bills
Private—bills pertaining to individual or private interests
Consent—controversial bills
Discharge—motions to discharge from committee
Senate: Legislative—all bills
Executive—items under advise and consent power

CLEAN BILL—after a committee has considered and revised a bill, they may rewrite it incorporating their amendments into a new or "clean bill." This bill is given a new number and is the committee's best judgment of superior sections in all versions.

CLOSED RULE—(House) prohibits the offering of amendments, thus requiring that the bill be accepted or rejected as reported by committee.

CLOTURE—a process by which debate can be ended in the Senate. A motion for cloture requires 16 senators' signatures for introduction and support of 2/3rds of those present and voting.

COMMITTEE—a subdivision of the House or Senate which prepares legislation for action by the parent chamber, or makes investigations as directed by the parent chamber. There are several types of committees. Most standing committees are divided into subcommittees, which study legislation, hold hearings, and report their recommendations to the full committee. Only the full committee can report legislation for action by the House or Senate.

COMMITTEE OF THE WHOLE—when the House sits as one committee to consider legislation reported by a standing committee before it goes to the floor; the committee debates and amends legislation. Requires only 100 members for a quorum.

COMMITTEE REPORT—written explanation and justification for recommendations submitted by committee to full chamber after the committee has scrutinized and decided to favorably report a bill. Used by courts, executive departments and the public as a source of information on the purpose and meaning of a law.

CONFERENCE COMMITTEE—a committee made up of members from both houses; purpose is to iron out differences between House and Senate versions of a bill.

CONGRESSIONAL RECORD—daily record of the proceedings and debates of Senate and House; not always a verbatim account of floor debate.

CONTINUING APPROPRIATION—when a fiscal year begins and Congress has not yet enacted all the regular appropriation bills for that year, it passes a joint resolution "continuing appropriations" for government agencies at rates generally based on their previous year's appropriations.

EXPENDITURES—the actual spending of money as distinguished from the appropriation of it. Expenditures are made by the disbursing officers of the administration; appropriations are made only by Congress. The two are rarely identical in any fiscal year; expenditures may represent money appropriate one, two or more years previously.

HEARINGS—committee sessions for hearing witnesses. At hearings on legislation, witnesses usually include specialists, government officials, and spokesmen for persons affected by the bills under study. Hearings related to special investigations bring forth a variety of witnesses. Committees sometimes use their subpoena power to summon reluctant witnesses. The public and press may attend "open" hearings, but are barred from "closed" or "executive" hearings.

The committee announces its hearings, from one day to many weeks in advance, and may invite certain persons to testify. Persons who request time to testify may be turned down by the committee, but most requests are honored.

JOINT COMMITTEE—a committee composed of a specified number of members of both House and Senate. Usually a joint committee is investigative in nature. There are a few standing joint committees, such as the Joint Committee on Atomic Energy and the Joint Economic Committee.

JOINT RESOLUTION—a joint resolution, designated H J Res or S J Res, requires the approval of both houses and the signature of the President, just as a bill does, and has the force of law if approved. There is no real difference between a bill and a joint resolution. The latter is generally used in dealing with limited matters, such as a single appropriation for a specific purpose.

Joint resolutions also are used to propose amendments to the Consitution. They do not require presidential signature, but become a part of the Constitution when three-fourths of the states have ratified them.

LOBBY—a group seeking to influence the passage or defeat of legislation. Originally the term referred to persons frequenting the lobbies or corridors of legislative chambers in order to speak to lawmakers.

MARKING UP A BILL—going through a measure, usually in committee, taking it section by section, revising language, penciling in new phrases, etc. If the bill is extensively revised, the new version may be introduced as a separate bill, with a new number.

MOTION TO RECOMMIT—a motion to send a bill back to committee; used to "kill" or delay a bill.

OPEN RULE—(House) germane amendments are permitted to be adopted by majority vote of the House.

OVERSIGHT—literally, the "sighting over" a jurisdiction by its committee. The implementing agency of a given law is evaluated as to its effectiveness in what are termed oversight hearings. Oversight is now required of any committee of twenty or more members in the area of its jurisdiction.

PAIRING—an agreement between members on opposite sides of an issue not to vote on a specific question.

PARTY LEADER—(majority and minority) chief strategist and floor spokesman for his party. Elected by party caucus.

PIGEONHOLE—shelving a bill without a final vote; usually refers to blockage by a committee; allows a bill to die by failure of a committee to act.

PRIVILEGED BILLS—(House) bills which have precedence over normal order of business and do not require Rules Committee action; reports from Committee on Appropriations on general appropriations bills and reports from Committee on Ways and Means on bills raising revenue are privileged bills.

QUORUM—number of members who must be present to conduct business; in the House it is 218 and in the Senate it is 51

RANKING MEMBER—member of a committee who has more seniority on the committee than any other member of his party. Usually used in reference to the most senior minority party member.

RESCISSION—an item in an appropriation bill rescinding, or cancelling, funds previously appropriated but not spent. Also, the repeal of a previous appropriation by the President to cut spending, if approved by Congress under procedures in the Budget and Impoundment Control Act of 1974.

REPORT—both a verb and a noun, as a congressional term. A committee which has been examining a bill referred to it by the parent chamber "reports" its findings and recommendations to the chamber when the committee returns the measure. The process is called "reporting" a bill.

A "report" is the document setting forth the committee's explanation of its action. House and Senate reports are numbered separately and are designated S Rept. or H Rept. Conference reports are numbered and designated in the same way as regular committee reports.

Most reports favor a bill's passage. Adverse reports are occasionally submitted, but more often, when a committee disapproves a bill, it simply fails to report it at all. When a committee report is not unanimous, the dissenting committeemen may file a statement of their views, called minority views and referred to as a minority report. Sometimes a bill is reported without recommendation.

RIDER—an amendment proposing substantive legislation attached to another bill.

SENIORITY—refers to length of uninterrupted service in Congress and specifically on a committee; criterion for determining committee chairmanships.

SESSION—normally, each Congress consists of two sessions, usually beginning in January and ending when Congress adjourns for the year.

STANDING COMMITTEE—committee whose existence is permanent and continuing from one Congress to the next; there are 21 in the House and 17 in the Senate.

SUBCOMMITTEE—smaller subject-matter divisions of a committe; facilitates specialization and division of labor.

SUPPLEMENTAL APPROPRIATIONS—Normally are passed after the regular (annual) appropriations bills, but before the end of fiscal year to which they apply. Also referred to as "deficiencies."

SUSPENSION OF THE RULES—in the House a 2/3rds majority may suspend the rules and bring a bill directly to the floor; in the Senate, only a majority vote is needed.

TELLER VOTES—(House) taken in Committee by the Whole by counting congressmen for or against a measure as they walk down the aisle; (until the Legislative Reorganization Act of 1970, there was no provision for recording teller votes).

UNANIMOUS CONSENT—usual way of conducting business in the Senate; after morning hour, majority leader asks unanimous consent to consider pending legislation; such requests are rarely objected to; also used in both houses in lieu of a vote on non-controversial measures.

VETO—action by the President is he doesn't approve of a bill or joint resolution, he returns it with his objections to the house of origin and the bill may be reconsidered; must receive approval of 2/3rds of both chambers to become law. When Congress has adjourned, the President may pocket veto a bill by refusing to sign it.

WHIP—chosen by party caucus as an assistant to the floor leader; job is to keep in touch with all members of his party, discover their voting intentions and get them to the floor for a vote.

Appendix C

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